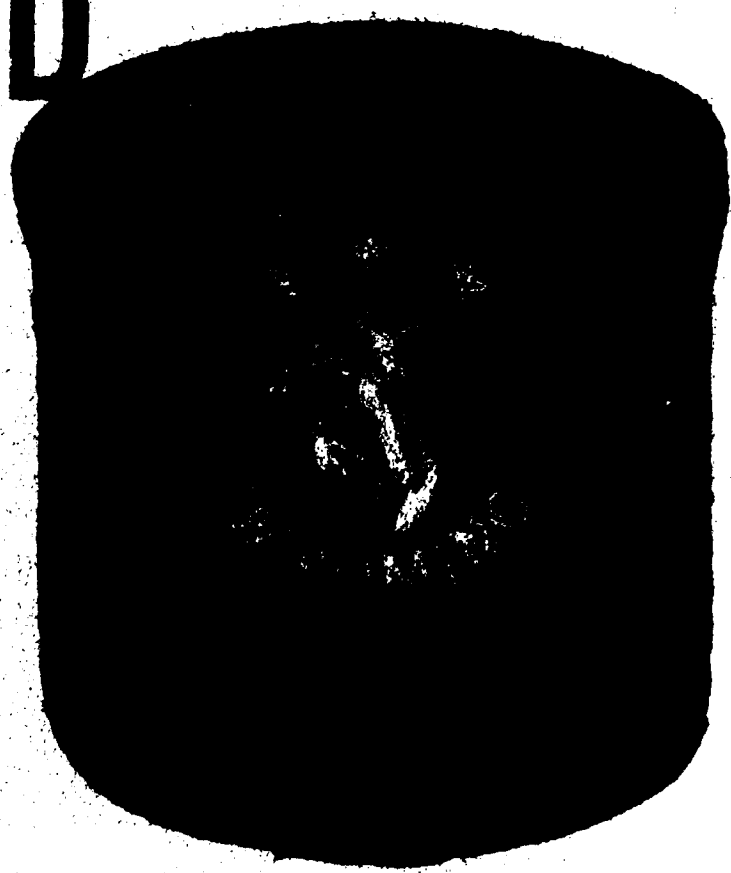


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A COMPREHENSIVE MANAGEMENT  
AND  
OPERATIONAL STUDY  
OF THE  
CHEYENNE POLICE DEPARTMENT

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A COMPREHENSIVE MANAGEMENT AND OPERATIONAL STUDY

OF THE

CHEYENNE POLICE DEPARTMENT

CHEYENNE, WYOMING

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Police Management Division

INTERNATIONAL ASSOCIATION OF CHIEFS OF POLICE

Thirteen Firstfield Road, Gaithersburg, Maryland 20878

October 1985



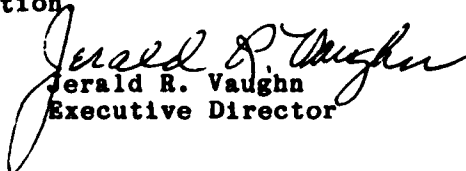
## FOREWORD

The purpose of this report is to present the findings and recommendations resulting from a Comprehensive Management and Operational Study of the Cheyenne Police Department. Funding for the study was provided by the United States Department of Defense through the Wyoming Office of Industrial Siting Administration. The contract called for a study of both the Cheyenne Police Department and the Laramie County Sheriff's Department; however, this report is directed specifically to the police department.

The objective of the study is to assist in improving the efficiency and effectiveness of the agency in responding to complexities resulting from the installation of the Peacekeeper (MX) Missile System. Therefore, the report is presented as a plan to develop the capability to respond effectively to incidents which may result from the installation. Further, the report should assist in improving the agency's performance in day-to-day operations.

Fieldwork and report preparation were accomplished by Senior Staff Analysts Bjorn Pedersen and William J. Manning. The report was edited and production was coordinated by Assistant Staff Analyst Judith A. Word. Management of the project was accomplished by William T. Dean, Director, Police Management Division.

We appreciate the sincere interest and cooperation extended to IACP staff by officials of the Wyoming Office of Industrial Siting Administration and the City of Cheyenne. An endeavor of this nature requires extensive fieldwork for the collection and compilation of data for subsequent analysis and presentation. In this regard, the project staff wishes to express their gratitude of Chief Rookstool, his command and supervisory staff, and the officers and members of the Cheyenne Police Department for their contribution.

  
Gerald R. Vaughn  
Executive Director



## Law Enforcement Code of Ethics

**As a Law Enforcement Officer**, my fundamental duty is to serve mankind; to safeguard lives and property; to protect the innocent against deception, the weak against oppression or intimidation, and the peaceful against violence or disorder; and to respect the Constitutional rights of all men to liberty, equality and justice.

**I will** keep my private life unsullied as an example to all; maintain courageous calm in the face of danger, scorn, or ridicule; develop self-restraint; and be constantly mindful of the welfare of others. Honest in thought and deed in both my personal and official life, I will be exemplary in obeying the laws of the land and the regulations of my department. Whatever I see or hear of a confidential nature or that is confided to me in my official capacity will be kept ever secret unless revelation is necessary in the performance of my duty.

**I will** never act officiously or permit personal feelings, prejudices, animosities or friendships to influence my decisions. With no compromise for crime and with relentless prosecution of criminals, I will enforce the law courteously and appropriately without fear or favor, malice or ill will, never employing unnecessary force or violence and never accepting gratuities.

**I recognize** the badge of my office as a symbol of public faith, and I accept it as a public trust to be held so long as I am true to the ethics of the police service. I will constantly strive to achieve these objectives and ideals, dedicating myself before God to my chosen profession . . . law enforcement.

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# I

## I N T R O D U C T I O N

### The Survey

In November 1984, a contract was entered into between the Wyoming Office of Industrial Siting Administration on behalf of the City of Cheyenne and the International Association of Chiefs of Police for the conduct of a comprehensive management and operational survey of the Cheyenne Police Department. The objective of this project was to review all facets of agency management and operations and, thereafter, identify those areas in which improvement may be warranted in order to enhance the delivery of police services within the City. Although the study will entail analyses and evaluation of all law enforcement functions, the study will attach priority to those areas of management and operations in which improvements will be linked directly to an increase in the efficiency and effectiveness of the department in responding to the complexities brought about by the installation of the Peacekeeper (MX) Missile System.

The contract provides for studies and recommendations in the following areas:

- An examination of crime and law enforcement problems, manpower and material resources, and community resources, to place the study in proper perspective.

- Organizational structure, to include a description of the present structure and a detailed description of the recommended structure.
- Allocation and distribution of manpower by time, function, and area, including a computer-assisted patrol resource allocation plan.
- The feasibility of transferring and applying technology and crime prevention programs that have proved effective in other law enforcement agencies.
- Management and administrative policies and procedures to include planning, direction and supervision, internal inspection and control, fiscal management, public information, and community relations.
- Personnel administration, to include recruitment and selection, promotion, training, education, career development, working conditions, employee relations, and disciplinary procedures.
- Operational procedures, to include evaluation of the effectiveness of patrol, traffic, juvenile, investigative, and vice control operations, with emphasis on improving the actual delivery of law enforcement services.
- Communications, to include the use of radio, telephone, and teletype, and complaint recording and dispatching.

- Records management, to include investigative, identification, traffic, offense, arrest, and administrative records; report processing; and information retrieval and storage.
- Service functions, to include custody of persons and property, laboratory facilities, building space utilization, and adequacy and maintenance of equipment.
- Relationships with other agencies, to include areas in which the City and the County, and other agencies, can mutually improve law enforcement services by simple cooperative agreements and other programs, including means to meet increased demands created by the Peacekeeper Project.

The study methodology involved four phases:

- Phase I - Collection of raw data and information concerning the management, organization, administration, and operation of the Cheyenne Police Department.
- Phase II - Analysis of data and collective consultation with other professional staff members.
- Phase III - Formulation of recommendations designed to improve current policies, procedures, and practices.
- Phase IV - Preparation and delivery of the final report.

Data collection was accomplished by interviewing members of the department and city officials, observing members of the department in the performance of their individual duties and functions, examining the records of the department, and riding with police officers engaged in field operations and observing their performance. Documentary materials and other available data were researched and the findings analyzed. Through research, conferences, and comparisons with their personal experience as management consultants, analysts, and police executives, the professional staff developed this report of the Association's findings and recommendations.

The study is not intended as a criticism of individuals involved in the management and operations of the Cheyenne Police Department. On the contrary, it is a plan for the further improvement and professionalism of the police department. Any criticism contained in this study is intended to be constructive and to contribute to the improvement of the delivery of police services in Cheyenne.

The recommendations in this report should be evaluated by the chief of police, the mayor, and members of the City Council, and plans should be made for the systematic implementation of each recommendation. Many of the recommendations can be adopted immediately through procedural adjustments within the department. Other recommendations require legislative and financial considerations which will take longer to accomplish.

### The City of Cheyenne, Wyoming<sup>1</sup>

Cheyenne is located in the southeast corner of Wyoming at an elevation of 6,062 feet. It is ten miles north of the Colorado border and forty miles west of the Nebraska border. The surrounding country is rolling prairie which primarily is grazing land.

The City of Cheyenne had its beginning in 1867, when the Union Pacific Railroad crossed the high plains on its way to the west coast. The townsite was first surveyed by General Granville Dodge and was named for an Indian tribe which roamed the area. Originally called 'Shey' an' nah' belonging to the tribe of Algonquian, it was the largest family of Indians on the North American continent.

Some people moved on west with the railroad, but many stayed. Many more came - many of them rowdies. Sixty saloons were soon operating. Little wonder that Cheyenne's original nickname was "Hell On Wheels."

On July 9, 1867, the first tents were pitched along Crow Creek, and on August 10, a temporary city government was set up by the reputable citizens with H.M. Cook elected mayor. The following December, a permanent city charter was granted by the Dakota Territory legislature. The community, by 1869, was a thriving town known by a more desirable name, "The Magic City of the Plains." The first census in 1870 showed 1,450 inhabitants, and many of the city's institutions had been established in the preceeding year.

Cheyenne became the division point for the Union Pacific Railroad and, simultaneously, the United States government established Fort D. A. Russell. From this small group of log huts has grown the present installation known now as the Francis E. Warren Air Force Base, one of the largest Strategic Air Command complexes in the country. Fort Russell was renamed on January 1, 1930, to honor Francis E. Warren, who

served Wyoming as governor and later represented the state for 37 years in the United States Senate.

Camp Carlin also was established in 1867, halfway between Fort D. A. Russell and Cheyenne. It was the second largest supply depot in the United States Army, serving ten thousand agencies, some of them 400 miles away. Only a marker remains to show the site of this important activity in pioneer history.

Even before the Union Pacific tracks came to Cheyenne, a church was formed as respectable citizens clamored for a better place in which to live. The first public school in Wyoming was built in Cheyenne in the fall of 1867. Within a month after the dedication, 114 pupils were enrolled.

The Cheyenne Daily Leader, the first newspaper published in Cheyenne, first appeared in September of 1867. Next, came the Daily Argus on October 25, 1867, followed by the Rocky Mountain Star which issued its first number on the 28th of December of that same year. The Leader, now the Wyoming State Tribune, is the only one of these still being published.

A primary factor in Cheyenne's development and economy has been the livestock industry. Eastern capitalists and foreign nobility were attracted by and invested heavily in the Wyoming livestock industry. In the early 1800's, cattle raising made Cheyenne the wealthiest per capita city in the world.

When the cattle boom was at its height, the world-famous Cheyenne Club was built. A chef was imported, and his cuisine was known from coast to coast. The Club was reputed to have served more fine liquor than any other club in the world. Membership was made up of wealthy men who



spent their summers in Cheyenne and their winters in Europe. The Club was luxuriously furnished in traditional English style.

By 1890, some ranchers turned to sheep raising, having found that sheep prospered in this climate and on the native grasses. Today, the cattle industry is vital to the economy of Laramie County, and Wyoming's sheep industry is second in the United States.

Transportation has always played a significant role in Cheyenne's history. In 1870, the first cattle shipped from Wyoming were loaded at the Cheyenne stock yards. This beef was used to feed the troops fighting in the Franco-Prussian War. After gold was discovered in the Black Hills, the Cheyenne-Deadwood Stage Line operated on a daily schedule from 1875 to 1887. The coaches carried mail, express, gold bullion, and passengers. The Cheyenne and Northern Railroad, completed in 1867, supplanted the colorful stage line. At one time there were "over 20 large and reliable firms running 200 wagons" giving employment to over 400 men.

Following the completion of the Opera House in 1882, many leading Broadway productions on their way to San Francisco stopped in Cheyenne. Cheyenne's population was enjoying bicycling, trotting races, boating on the lagoon at Lake Minnehaha, and walking among the trees in City Park. It enjoyed a social life which was unique in the West and which far surpassed many cities of similar size in the East. Lavish balls and masquerade parties were often held during the winter months. The library, musical, and dramatic societies held functions which added greatly to the cultural life of the community.

Today, Cheyenne supports an active Symphony and Choral Society, a Cheyenne Little Theatre, and a Community Concert Association. In addition, there are a great number of music, art, and literary study clubs and special interest organizations. While much of Cheyenne's

social life is informal, several elaborate balls are held each year. In May 1967, a Community Council on the Arts was formed for greater Cheyenne and Laramie County.

Cheyenne also is one of the most industrialized areas of the state. Manufactured products include chemical fertilizers, petroleum products, electronics, ski-wear, restaurant equipment, and precast cement products. Cheyenne is also the county seat, the state capitol, and one of the largest cities in Wyoming.

In addition to major industry and manufacturing, Cheyenne has a mixture of national and regional shipping chains. The enclosed Frontier Mall contains 550,000 square feet with a wide variety of shops. Downtown Cheyenne has a wide selection of shops and boutiques. There are numerous other malls, plazas, and major shopping centers in the City.

Educational facilities in Cheyenne include a number of elementary, junior high, and senior high schools as well as parochial schools. The Laramie County Community College, situated on a 150 acre campus south of Cheyenne, and the University of Wyoming in Laramie, less than an hour's drive away, provide for the higher educational needs of Cheyenne.

News media is provided by the Wyoming Eagle and the Wyoming State Tribune. Additionally, there are five radio stations and one television station serving the Cheyenne area.

Transportation is provided by major highways including Interstates 25 and 80, and U.S. Routes 30, 85, and 87. Greyhound and Continental Trailways provide bus service to Cheyenne, and the Cheyenne Municipal Airport accommodates the air service needs of the area.

Cheyenne has a mayor-council form of government. The mayor is elected by popular vote and serves full time. The City Council consists of nine council members who are elected to staggered four-year terms.

#### The Police Department

The Cheyenne Police Department is headed by a chief of police who reports to the mayor. The department has a budget of \$3 million eight hundred thousand, and an authorized (by budget) staffing level of 85 sworn and 22 civilian personnel. The department is responsible for providing functional police services including patrol, traffic, criminal investigations, communications, and limited crime laboratory services. Operation of the Cheyenne City Jail and responsibility for city prisoners has been assumed by the Laramie County Sheriff's Department.

The Cheyenne Police Department is housed in an overcrowded structure built in 1958. The City and the County are planning a joint law enforcement facility to house the Cheyenne Police Department and the Laramie County Sheriff's Department.

The remainder of this report is devoted to a thorough description and discussion of the management, administration, and operation of the Cheyenne Police Department, and recommendations for improving the delivery of police services.

#### Crime Experience in Cheyenne

Crime control is not the exclusive responsibility of the police. It must be the concern of the entire criminal justice system and be actively supported by an involved citizenry. In order for the Cheyenne Police Department and the community to cooperate in the formulation and

implementation of a meaningful crime and delinquency prevention program, reasonably accurate information must be developed about the time, amount, and location of crime. In this section, an analysis of the crime situation in Cheyenne is presented as a point of reference for the development of programs to control such crime.

Crime is a social problem and responsibility for its commission must be borne by the entire community. The law enforcement effort is limited to factors within its control. The Uniform Crime Reports (UCR), published by the Federal Bureau of Investigation, presents a nationwide view of crime based upon police statistics voluntarily contributed by local law enforcement agencies. The factors which cause crime are many and vary from place to place throughout the country. The reader of the annual UCR is cautioned against comparing statistical information of individual communities based solely on a similarity in their population count. Population is only one of the many factors which must be considered in a comparative study of crime. Some of the conditions which affect the volume and types of crimes that occur from place to place are outlined briefly below:

- Density and size of community population and its surrounding area.
- Variations in composition of the population, particularly age structure.
- Stability of population with respect to transient factors.
- Economic conditions, including job availability.
- Climate.
- Effective strength of law enforcement agencies.

- Administrative and investigative emphases of law enforcement.
- Policies of other components of the criminal justice system (i.e., prosecutorial, judicial, correctional, and probational).
- Attitudes of citizenry toward crime.
- Crime reporting practices of citizenry.<sup>2</sup>

The best measurement of a police agency's effectiveness would, of course, be the absence of conditions that the agency is charged with repressing. Unfortunately, there is no known way to determine exactly how much crime or how many incidents a police agency prevents. Police efficiency is measured partly by the volume of crime in the community in terms of the total number of reported Index Crimes. Index Crimes are part of the Uniform Crime Reporting Program and are described below:

The offenses of murder, forcible rape, robbery, aggravated assault, burglary, larceny-theft, and motor vehicle theft are used to establish an index in the Uniform Crime Reporting Program and to measure the trend and distribution of crime in the United States. These crimes are counted by law enforcement agencies as they become known and are reported on a monthly basis. The Crime Index offenses were selected as measuring devices because, as a group, they represent the most common local crime problems. They are all serious crimes, either by their very nature or due to the volume in which they occur. The offenses of murder, forcible rape, aggravated assault, and robbery make up the

violent crime category. The offenses of burglary, larceny-theft, and motor vehicle theft make up the property crime category.<sup>3, 4</sup>

Since 1958, "larceny" has been a Crime Index offense. The problem of dollar evaluation of larceny has been the subject of discussion in the meetings of IACP Committee on Uniform Crime Records since 1963. During recent years, the IACP Committee has considered modifying the definition of this offense due to problems of evaluating stolen property and inflation factors in the fixed-dollar value which is basic to the definition of this offense. The Committee and the FBI have had mutual concern in this matter and have jointly discussed a variety of possible solutions including increasing the dollar valuation from fifty dollars to some higher dollar value. This suggestion was seen only as temporary solution to the problem. In the latter part of 1972, consideration by the FBI, the Committee, the operating states program, and several large city police departments resulted in the adoption of a "total larceny-theft" as a replacement for the Crime Index Offense of "larceny of fifty dollars and over in value." This new classification includes the total number of larceny-theft offenses known to police without regard to value. The Index offense of "total larceny-theft" was instituted as of January, 1973.<sup>5</sup>

Other factors, such as clearance of Index Crimes by arrest, and the number of traffic deaths and personal injury accidents, compared with the total number of hazardous moving violation arrests and convictions also are measurement devices.

Changes in the volume of reported crime should be viewed with caution. Variations sometimes are caused by changes in the reporting method of the agency. In addition to this factor, the President's Commission on

Law Enforcement and Administration of Justice, on the basis of its studies throughout the Nation, concluded that many crimes are never reported to the police. The Commission stated:

An important finding of the survey is that for the Nation as a whole there is far more crime than ever is reported. Burglaries occur about three times more often than they are reported to police. Aggravated assaults and larcenies over fifty dollars occur twice as often as they are reported. There are fifty percent more robberies than are reported. In some areas, only one-tenth of the total number of certain kinds of crime are reported to the police. Seventy-four percent of the neighborhood commercial establishments surveyed do not report to police the thefts committed by their employees.<sup>6</sup>

Law enforcement agencies need to analyze the crime in their communities by nature of offense, location, time of day, and other factors. Such an analyses is necessary to identify available resources to contend with crime, and to plan and carry out tactical programs to prevent crime, to suppress criminal activity, and to arrest offenders.

#### Crime Trends

Fluctuations in the number of crimes, as well as in the number of requests for police services on a year-to-year basis, provide some understanding of police problems. Table 1.1 shows the total number of Index Crimes reported to the Cheyenne Police Department from 1980 through 1984.

TABLE 1.1

INDEX CRIMES REPORTED TO POLICE  
 CHEYENNE POLICE DEPARTMENT  
 (1980 - 1984)

<u>INDEX CRIME</u>	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>5-YEAR AVERAGE</u>
Murder & Negligent Manslaughter	2	1	2	4	0	1.8
Forcible Rape	15	13	15	13	17	14.6
Robbery	28	30	20	31	23	26.4
Aggravated Assault	86	66	50	38	50	58.0
Burglary	425	452	346	350	321	378.8
Larceny-Theft	2,037	2,382	2,612	2,363	2,186	2,316.0
Motor Vehicle Theft	131	102	71	87	70	92.2
<b>TOTAL INDEX CRIMES:</b>	<b>2,724</b>	<b>3,046</b>	<b>3,116</b>	<b>2,886</b>	<b>2,667</b>	<b>2,887.8</b>

Source: FBI Uniform Crime  
 Reports (1980 through  
 1983). Crime statistics  
 for 1984 supplied by  
 the Cheyenne Police  
 Department



The figures in Table 1.1 should be subjected to analysis in order to (1) determine those factors which may be responsible for reducing the incidence of those crimes showing a downward trend, and (2) find countermeasures to apply against those crimes showing a proclivity to increase.

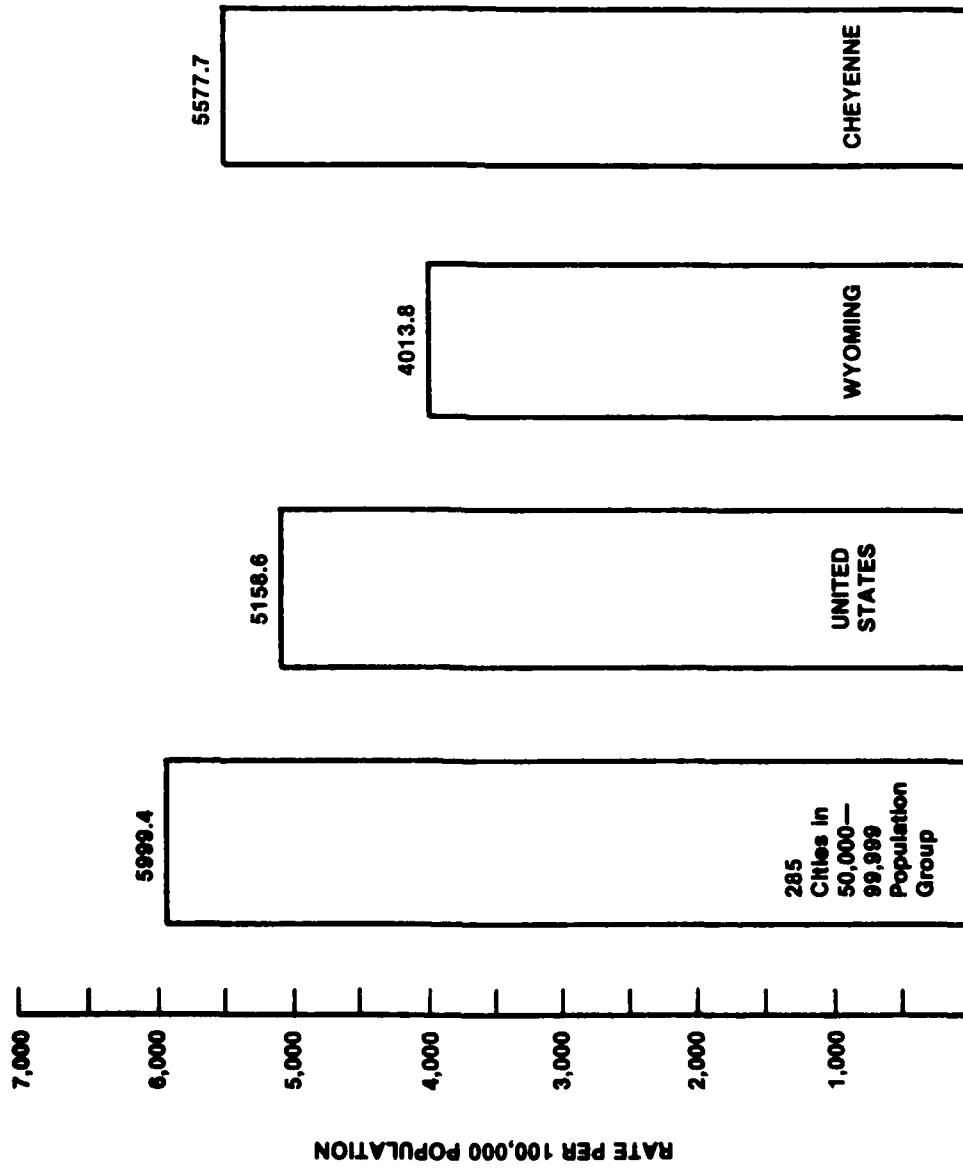
#### Comparative Crime Rates

Graph 1.1 represents a comparison of the 1983<sup>7</sup> Index Crime rates for Cheyenne, 285 cities in Cheyenne's population group, the State of Wyoming, and the U.S. as a whole.

Many factors account for the Index Crime rate of a particular agency. One of the greatest factors bearing on a crime rate may be the degree of accuracy in reporting. For this reason, it is unwise to compare the crime rate of one jurisdiction against another individual jurisdiction. Simply stated, the comparative data may be misleading. However, the degree of error is substantially decreased when comparing one agency against several other jurisdictions and especially so when the totals are aggregated. Thus, assuming a minimal degree of error in the Uniform Crime Reports by Cheyenne, all jurisdictions in Wyoming, all cities in the United States, and the 285 U.S. cities in the 50-99,999 population range, it becomes somewhat useful to make comparisons.

Cheyenne may point with justifiable pride to its Index Crime rate being somewhat lower than the rate for the 285 cities in the same population group. However, Cheyenne's crime rate is greater than the rate in the United States as a whole and in the State of Wyoming. Future population growth, increased urbanization, and the installation of the Peacekeeper (MX) Missile System will, in all probability, give impetus to an increase in the number of crimes occurring within the City.

**GRAPH 1.1**  
**COMPARATIVE CRIME RATES FOR INDEX CRIMES**  
**CHEYENNE POLICE DEPARTMENT**



SOURCE: FBI UNIFORM CRIME REPORTS, 1983

IACP GRAPH

The department should use this report as a plan for structuring police programs to meet an increased demand for police services.

#### Traffic Accident Experience

The traffic accident experience in Cheyenne from 1980 through 1984 is presented in Table 1.2. Except for a slightly higher number of property damage accidents in 1983 as compared with 1982 and 1984, there have been no significant increases or decreases in the number of accidents over the past three years.

#### Implications of the Peacekeeper Missile System Project

The impact of the Peacekeeper Missile System project in the southeastern Wyoming and southwestern Nebraska area has been addressed in the Final Jurisdictional Environmental Planning Technical Report.<sup>8</sup> A small portion of this report focuses on the missile project's impact on law enforcement. The report states:

Under project conditions, Laramie County would experience year-to-year population increases (including weekly commuters) of 3.9 percent in 1985, 3.1 percent in 1986 and 2.4 percent in 1987, but in no other year through 1992 would population growth, including baseline growth, exceed 2 percent annually.<sup>9</sup>

The report suggests a projected increase in staffing for both the Cheyenne Police Department and the Laramie County Sheriff's Department. The authors believe that the projected increase will not necessarily be due to the number of individuals coming to Laramie County to seek employment, but rather that the immigration will consist of individuals

TABLE 1.2

TRAFFIC ACCIDENT EXPERIENCE  
 CHEYENNE POLICE DEPARTMENT  
 (1980 - 1984)

	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>5-YEAR AVERAGE</u>
Fatal Accidents	2	3	3	4	3	3.0
Personal Injury Accidents	210	229	165	178	164	189.2
Property Damage Accidents	2,028	1,795	1,529	1,642	1,556	1,710.0
Hit and Run Accidents	<u>784</u>	<u>641</u>	<u>449</u>	<u>485</u>	<u>477</u>	<u>567.2</u>
TOTALS	3,024	2,668	2,146	2,309	2,200	2,469.4

Source: Cheyenne Police  
 Department

NOTE: In addition, the following number of private  
 property accidents were reported:

1982 - 489 accidents  
 1983 - 384 accidents  
 1984 - 467 accidents.

The number of private property accidents for  
 1980 and 1981 were not available.

who are of a more arrest-prone age (20-39 years), transients (unsuccessful job seekers), and construction workers.

The report further states:

There are a number of factors relating to the project-related immigrant population that could result in disproportionate increases in demands on law enforcement agencies. Due to the small size of the total immigrant population and the even smaller size of certain segments of that population (transients and construction workers), none of the factors is significant enough by itself to increase the demand for law enforcement agency services sufficiently to require the hiring of an additional officer over the level determined by existing service levels. However, when taken together, the possibility of small increases in arrests, possible increases in calls for service or complaints, likely increases in incidents related to transients, and small increases in service demands associated with the increased construction worker population, could cumulatively make appropriate up to doubling of the service standard for personnel and equipment as applied to project-related population in both the Laramie County Sheriff's Department and the Cheyenne Police Department during the years of high growth rates and highest immigrant population levels (1984 through 1989).<sup>10</sup>

The IACP questions some of the assumptions and conclusions made in the report. The researchers use population as a primary basis for

projecting law enforcement personnel needs while recognizing that the type of individuals constituting that population group may have a greater impact than population numbers.

The IACP does not agree with projecting personnel needs on population numbers, population composition, or ratio of officers to population. Rather, we maintain that personnel strength should be based on law enforcement activity, as outlined in Chapter III of this survey.

A more salient discussion relating to project impact on law enforcement is made in the report's discussion on potential civil disorders.

The project has one characteristic that makes it different from most other construction projects: it brings with it the possibility of some kind of civil disturbance because of the controversy surrounding deployment of the Peacekeeper Missile. While it is predictable that such disturbances may occur, the important details such as location, duration, size, type, and intensity of any such possible disturbance cannot be predicted at this time.

Experience with civil protests to military activities elsewhere brings out several potentially important factors. First, such protests tend not to be spontaneous or secretive. Their primary purpose is usually to obtain publicity and, on occasion, to disrupt certain activities. They are rarely destructive. Because of the importance of publicity to the goals of such protests, plans for demonstrations are usually common knowledge well in advance. Thus, law enforcement agencies

generally do not have to be concerned with mobilizing large numbers of personnel on very short notice to cover demonstrations.

Secondly, law enforcement agencies are often able to obtain details about plans for demonstrations directly and openly from protest organizers or through intelligence activities so that manpower and plans may be made accordingly. The nature of demonstrations varies enormously depending on the organizing parties. In Kitsap County, Washington, site of the West Coast Trident Submarine Base, protests have occurred sporadically over a period of years. Those protests have been aimed chiefly at publicity rather than disruption and few arrests have been made. The County Sheriff's Department has been informed in detail about all demonstration plans and protest organizers have scrupulously attempted to avoid any violence. As a consequence, while half the 30-person department was assigned to the first large (3,000-4,000 person) demonstration, subsequent demonstrations of the same size have been handled by three deputies at correspondingly smaller cost to the Department.

On the other hand, protests at Vandenberg Air Force Base, California, regarding test flights of the Peacekeeper Missile in 1983, were larger and more disruptive. The Santa Barbara County Sheriff's Department utilized 80 officers for one demonstration of 5,000 people and 40 for another. In the second instance, protestors came in contact with the military police who

made a large number of arrests. In Seneca County, New York, the Seneca Army Depot was the site of prolonged demonstrations in 1983 when it was believed that the Depot was a warehouse for Pershing Missile warheads. The Seneca County Sheriff's Department consistently received advance information about protests from protest leaders. The protest was chiefly one of passive resistance and the primary demonstration, involving 3,000 demonstrators and 150 sheriff's deputies, resulted in 53 arrests for blocking roads. Because of the prolonged nature of these demonstrations (including a Peace Camp that lasted much of the summer), the Sheriff's Department incurred substantial expenses and ultimately prevailed upon the New York State Police to take over law enforcement activities related to the demonstrations.

Thirdly, in each of these three cases, local sheriff's department personnel report most demonstrations occur as planned but that they occasionally turn out differently than organizers expected as such activities are not always possible to control once they get started. When demonstrations are not under the control of their organizers, the likelihood of problems for law enforcement agencies appears to increase.

Fourth, except for deliberate, disruptive actions of protestors, local sheriff's departments report that their primary problems can be not so much with protestors as with local citizens who object to the protestors and take or threaten action against them.



The primary conclusion to be drawn from the foregoing discussion is that, while the occurrence of civil protests to the Project is predictable, the important details of any demonstration or protests are not. It is these details that will determine which law enforcement agency will incur the costs of such demonstrations and what those costs are. The size, location, duration and character of any possible demonstrations will be factors determined by demonstration organizers and the demonstrators themselves at the time.

Local law enforcement agencies have several sources of backup manpower if needed to handle civil demonstrations. As mentioned previously, the Cheyenne Police Department and Laramie County Sheriff's Department provide backup service to each other. A second source is the Special Services Squad of the Wyoming State Patrol. This group of specially trained officers can be activated on short notice by the Governor at the request of a local government to assist a local law enforcement agency. Thirdly, under extreme conditions and with sufficient notice, the Wyoming National Guard can be activated by the Governor to respond to emergency conditions.<sup>11</sup>

The above discussion on civil disturbances relating to the deployment of Peacekeeper Missiles indicates a critical need for the Cheyenne Police Department and the Laramie County Sheriff's Department to initiate several programs and strategies designed to prepare for potential conflict.

- Emergency preparedness planning and preparation of tactical plans should be assigned to the proposed Administrative Section.
- Intelligence gathering relating to protest groups and their goals should be assigned to the proposed Inspectional Services Section.
- Mutual aid agreements should be established between all departments which may become involved in demonstrations relating to the missile project (as well as any other condition which requires an exchange of services, personnel, and/or equipment between law enforcement agencies during times of emergency).
- Training programs in crowd control, mass arrest procedures, and other techniques associated with civil protests should be developed and initiated.
- Meetings with other law enforcement officials who have experienced civil protests similar to the type anticipated in Laramie County should be arranged.
- All legal implications associated with law enforcement actions and procedures resulting from anticipated civil protest and disorders should be researched.

More extensive treatment of planning, intelligence, mutual aid, training, relationships with outside agencies, and other issues which are directly or indirectly connected with the missile project are found throughout this report. It is the intent of this comprehensive survey

to improve agency effectiveness and efficiency in all matters relating to its law enforcement responsibility. Such improvement obviously will have a positive impact on the department's ability to respond to potential difficulties associated with the missile project.

#### Recommendations

1. Review and accept this study in the positive and constructive context in which it is delivered.
2. Make an earnest and determined effort to implement each of the recommendations contained within this report by following the procedures outlined in the text.

## FOOTNOTES

<sup>1</sup>Much of the information in this section was supplied by the Greater Cheyenne Chamber of Commerce

<sup>2</sup>Crime in the United States, Uniform Crime Reports (Washington, D.C.: U.S. Government Printing Office, 1983).

<sup>3</sup>Crime in the United States, Uniform Crime Reports (Washington, D.C.: U.S. Government Printing Office, 1975), p.10.

<sup>4</sup>The offense of arson was designated as an Index Crime by Congressional mandate in October 1978, and collection of statistics began in 1979. However, to date, insufficient data has been compiled to form a reliable information base. As a result, this survey does not include arson in any Index Crime category.

<sup>5</sup>Crime in the United States, Uniform Crime Reports (Washington, D.C.: U.S. Government Printing Office, 1974), p.5.

<sup>6</sup>The President's Commission on Law Enforcement and Administration of Justice, The Challenge of Crime in a Free Society, (Washington, D.C.: U.S. Government Printing Office, 1967), p.v.

<sup>7</sup>The latest year for which FBI Uniform Crime Report (the source document) figures were available.

<sup>8</sup>Department of the Air Force, Final Jurisdictional Environmental Planning Technical Report, Volume 1, January 1984.

<sup>9</sup>Ibid., p. 3-19.

<sup>10</sup>Ibid., p. 3-25 to 3-26.

<sup>11</sup>Ibid., p. 3-129 to 3-130

## II

## O R G A N I Z A T I O N

The term "organization," as used in this study, means the arrangement of personnel and other resources in such a manner as to facilitate the accomplishment of police goals, objectives, responsibilities, and tasks. The distinction between organization and administration is not always clearly understood. Organization includes the arrangement of units and functions into effective relationships, while administration is related primarily to the decision-making process, and the direction and motivation of personnel toward recognized police goals. A well-designed organization insures the proper allocation of functions and responsibilities, and provides the means whereby the efforts of police personnel may be adequately directed and coordinated.

A sound organizational structure, although important, is not an end in itself, but only a means to assist in accomplishing the necessary police management duties and responsibilities. A police organizational structure, based on sound principles of organization, can be an effective management tool. Conversely, the structure of a police department that violates the basic principles of organization will usually be impeded in its attempts to accomplish assigned responsibilities.

There are certain principles which provide the best means for achieving a sound and efficient organizational structure and administrative design. A basic knowledge of these traditional and contemporary principles is essential in order to understand the problems connected with the formation of an effective organization. These basic principles of organization are outlined below and are discussed at greater detail in the Appendix.

- Police goals, objectives, programs, and functions should be clearly and simply defined.
- All necessary police functions should be assigned to specific organizational components in the department.
- Assigned responsibilities should be clear and specific.
- Responsibility for a specific function should be matched with the authority necessary to perform that function.
- Each separate function should be assigned to only one organizational entity.
- Functions assigned to the same component should be similar or related.
- Over-organization should be avoided. Special units should not be created unless a valid need exists.
- Supervisors should know who reports to them, and subordinates should know to whom they report. No

- Authority to act should be placed as close as possible to the level at which the work is to be performed.
- Command officers should direct their attention to the more important matters of policy rather than reviewing the more routine actions and procedures.
- Officers to whom authority is delegated should be held strictly accountable for the use of that authority as well as for the failure to use it.

#### Section 1 - Present Organization

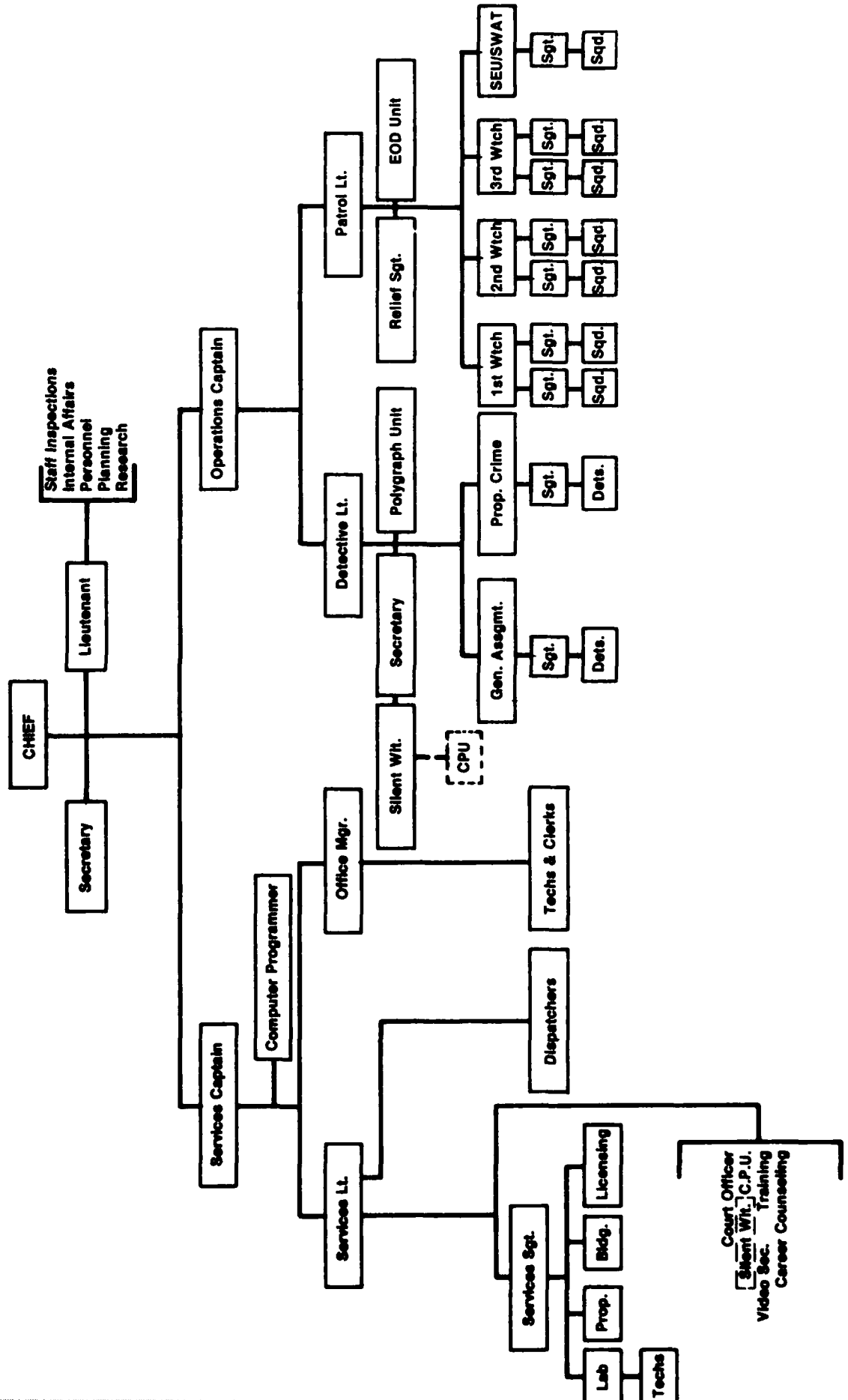
The present organizational structure of the Cheyenne Police Department is depicted in Chart 2.1. The chart reflects a span of control by the chief of police encompassing Services, commanded by a captain; Operations, commanded by a captain; and an Internal Affairs/Staff Inspections function, commanded by a lieutenant. In addition, there is a secretary assigned directly to the Office of the Chief of Police.

#### Services Function

The Services function includes the computer programmer, communications, records, property, crime prevention, court liaison, the video section, training, and career counseling.

The computer programmer function is staffed by one programmer. The programmer's basic schedule is Monday through Friday, 8:00 a.m. to 5:00 p.m., with considerable flexibility allowed in this schedule. The

# CHART 2.1 PRESENT ORGANIZATION CHEYENNE POLICE DEPARTMENT





computer programmer is responsible for designing and maintaining computer programs for the entire department.

Communications is staffed with a civilian supervisor and twelve civilian dispatchers, one identified as a senior dispatcher. The unit operates around-the-clock, seven days-a-week. The supervisor's basic hours are Monday through Friday, 8:00 a.m. until 5:00 p.m. Routine staffing is two dispatchers per shift, with two additional dispatchers assigned to work during the peak hours of 5:00 p.m. until 3:00 a.m., for a maximum complement of four. Communications is responsible for telephone complaint reception, all general incoming calls, radio dispatch, teletype use, limited data entry, computer record checks, tracking of off-duty officers' response to calls, maintenance of marked vehicles' mileage for the take-home car plan, typing warrants and complaints for officers prior to the end of their shift, and providing access to records after normal operating hours.

Records is staffed with a civilian manager and two data entry clerks, one microfilm technician, and one public information secretary. The unit is open and staffed Monday through Friday, 8:00 a.m. until 5:00 p.m. Responsibilities include data entry of numerous operational initiated reports; microfilming arrest, case, and accident reports, and I-cards; staffing a public information window; generating several month-end reports and a new daily bulletin; handling records-oriented telephone inquiries; filing hard copies of records; and providing secretarial support to the Services function.

Property is commanded by a sergeant and staffed with two laboratory technicians. Routine hours are Monday through Friday, 8:00 a.m. until 5:00 p.m., with the laboratory technicians splitting on-call duties. The unit is responsible for property and evidence, including crime

scene and laboratory duties, extensive dark room work for the police department and other City departments, building maintenance, licensing, and provision of sworn personnel within headquarters to assist with tasks such as VIN checks and taking miscellaneous walk-in reports. Although numerous functions are assigned to this unit, the majority of the workload and highest percentage of personnel time is directed to property and evidence control.

The Crime Prevention Unit is staffed by one police officer. Basic scheduling for this unit is Monday through Friday, 8:00 a.m. until 5:00 p.m.; however, the nature of the assignment calls for considerable flexibility in scheduling. The unit is responsible for the Neighborhood Watch Program, Operation Identification, Child Fingerprint/Safety Program, residential/business security surveys, the Silent Witness Program, the Helping Hand Program, public tours of the Cheyenne Police Department, and a professional Speakers' Program.

The court liaison function is staffed by one officer whose basic schedule is Monday through Friday, 8:00 a.m. until 5:00 p.m. This function is responsible for transporting city prisoners to and from court; serving warrants, summons and subpoenas issued by the court; making daily bank deposits for the City Clerk's Office; transporting police department mail to the City Personnel Office; returning necessary mail to the police department; and providing security for the courtroom and building.

The video section and the training and career counseling functions are conducted by the Services lieutenant during regularly scheduled working hours. In addition to video-related roll-call training, this function includes maintaining departmental training records, coordinating activities with the Wyoming Police Officers Standards and Training

Commission, assisting with coordination of departmental hiring processes, and conducting additional miscellaneous training, as requested.

### Operations Function

The Operations function includes Patrol and Detectives. Patrol is comprised of three uniformed watches, a Special Enforcement Unit/SWAT, and an Emergency Ordinance Disposal Unit (EOD). Detectives is comprised of the General Assignment function, the Property Crime function, and the Polygraph Unit.

Patrol. The Patrol function is commanded by a lieutenant and staffed with seven uniformed patrol sergeants, forty-four uniformed patrol officers, one Special Enforcement Unit/SWAT sergeant, and four SEU/SWAT patrol officers. The EOD Unit is activated when necessary and staffed with sergeants from Patrol.

During the fieldwork for this study, the uniformed officers' schedule and actual strength was as follows:

- Shift 1  
(0645 hrs - 1545 hrs) - 2 sergeants  
14 uniformed patrol officers
- Shift 2  
(1445 hrs - 2345 hrs) - 2 sergeants  
16 uniformed patrol officers
- Shift 3  
(2245 hrs - 0745 hrs) - 2 sergeants  
14 uniformed patrol officers

One uniformed sergeant serves as relief for the uniformed sergeants assigned to specific watches. The Patrol lieutenant's hours generally coincide with those of Shift 1 and Shift 3. The lieutenant adjusts hours weekly to allow time to work and meet with Shift 2 personnel.

Uniformed patrol personnel, in addition to routine preventive patrol, traffic enforcement and investigation, and crime investigation, provide the department with the following specialized skills:

- One sergeant provides coordination for traffic-related activities;
- One sergeant provides liaison with state civil defense regarding Emergency Ordinance Disposal functions. Two additional patrol sergeants comprise the EOD Unit which is activated as needed;
- Two sergeants are firearm instructors;
- One patrol officer provides hit-and-run accident follow-up capabilities;
- Several patrol officers provide crime scene search capabilities; and
- Several patrol officers are trained to ride full-size Harley-Davidson motorcycles, for special occasions as necessary.

The routine schedule for the Special Enforcement Unit/SWAT is Tuesday through Thursday, 0800 hours to 1600 hours; Friday and Saturday, 1900 hours to 0800 hours; Sunday and Monday are regularly scheduled days off. All personnel work the same hours, and hours are adjusted to fit departmental needs, as necessary.

Special Enforcement Unit/SWAT personnel work narcotic offenses primarily in plain clothes. They also assist detectives with stakeouts; assist patrol when special problems arise; and provide the nucleus for SWAT, which is activated as necessary. Periodically, the

unit works with federal law enforcement agencies, the Wyoming Division of Criminal Investigation, and the Wyoming Crime Attack Team (WYCAT).

The Emergency Ordinance Disposal Unit is activated as necessary, and staffed by three uniformed sergeants. The unit is activated in all bomb cases, with at least one sergeant responding to each call. When not performing this function, the sergeants perform routine uniformed supervisory duties.

Detectives. Detectives is commanded by a lieutenant and staffed with two sergeants, six detectives, one patrol officer on rotating assignment, and a secretary.

The basic schedule is Monday through Friday, with one group working 7:00 a.m. until 4:00 p.m., and the other group working 8:00 a.m. until 5:00 p.m. The lieutenant commanding Detectives also serves as unofficial liaison with the media, liaison for detectives and the district attorney's staff, and liaison with surrounding area agencies.

One sergeant and three investigators comprise the Property Crime function, and investigate burglaries and larcenies only.

One sergeant, three investigators, and the rotating patrol officer comprise the General Assignment function. Responsibilities include all investigations not assigned to the Property Crime function. The sergeant commanding General Assignments also commands the Polygraph Unit, which is staffed with two patrol officers, as needed. These polygraph operators conduct both criminal case and departmental applicant polygraph examinations. During heavy workload periods, the sergeant assists the patrol officer-operators in actually administering

examinations. The patrol officer-operators perform routine patrol assignments when not needed as polygraph operators.

The unit secretary, in addition to routine administrative and clerical duties, assists with administering the department's Silent Witness Program, and the Crime Prevention Unit programs, as well as performing media-related tasks for the department.

## Section 2 - Analysis

Most of the problems facing a police department cannot be resolved by a change in organization alone. The streamlining of a particular structure does not necessarily insure efficiency of operation. Solely applying the principles of proper organization cannot overcome innate weaknesses in the motivation and capabilities of personnel. Mere application of these principles cannot eliminate inertia or provide a substitute for the initiative requisite to proper direction and control. The nature and form of the basic organizational structure does, however, have a direct influence on the efficiency with which an organization functions. An organizational structure which is designed to ease the flow of information vertically, horizontally, and diagonally; which clearly depicts the chain of command; and which illustrates precisely the organizational and functional responsibilities in an agency, will enhance significantly the chances of operational and administrative effectiveness.

Operationally, the organizational structure of the Cheyenne Police Department basically is sound. However, as depicted on the organizational chart, it does not provide absolutely for combining like functions, fails to illustrate adequately titles of all organizational

units, and does not encourage standardization of titles. The present chart inconsistently depicts programs, functions, and positions. Any attempt to upgrade the efficiency of the department should be preceded by the correction of these deficiencies.

By adopting certain of the recommended changes proposed in this study, the following weaknesses and shortcomings which currently exist in the departmental organizational structure can be eliminated:

- Organizational entities are not designated by the words "division," "section," or "unit," as appropriate. Each element within the department should be accorded a distinct designation in order to illustrate organizational relationships and assist in maintaining open channels for chain of command communications.
- Fixing of responsibility has not been clearly established. This is partially the result of organizationally showing programs that should be included in functions. For example, career counseling is programmatic to personnel.
- The principle of grouping like functions has not been followed consistently. For example, training has been placed as a services function and personnel as an administrative function.

### Section 3 - Proposed Organization

Before reviewing and discussing recommendations to be made in this section, it is necessary to define the terms used by the IACP when referring to the proposed organization of the Cheyenne Police Department. There are some differences between terms recommended and employed by many progressive police agencies and those currently used by the department. Using the recommended definitions will assist in furthering the overall standardization of terminology process. The following definitions are used in this report:

- Department: Cheyenne Police Department
- Division: A primary subordinate organizational segment of the department.
- Section: A primary subdivision of a division having department-wide responsibility for providing a specialized function.
- Unit: A subdivision of a section, usually small in size, with personnel assigned to perform a specialized activity.
- Shift: A tour of duty performed by a police officer, usually consisting of an eight-hour period.
- Beat: A geographical area of a municipality assigned for patrol purposes to a police officer.



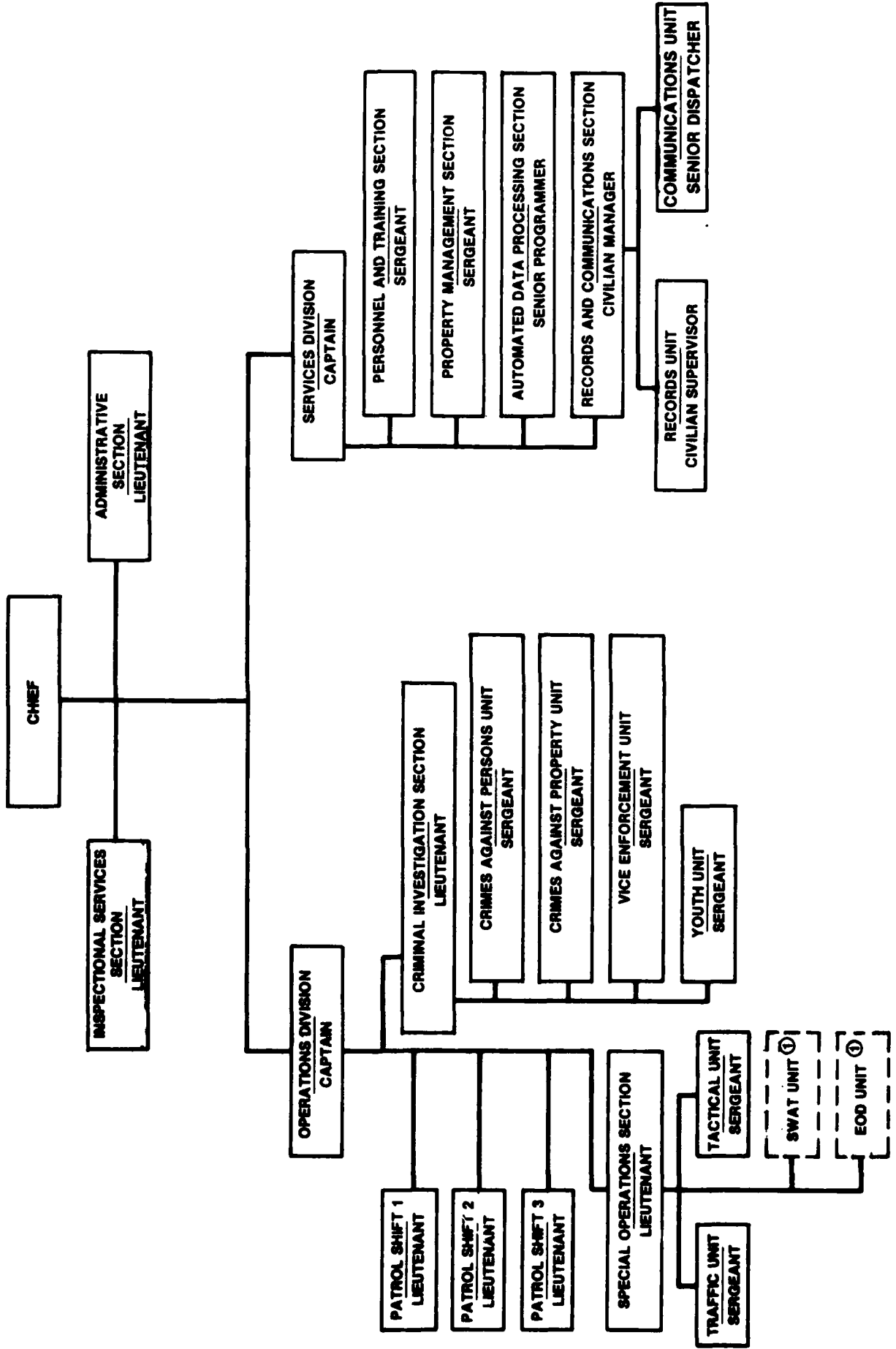
The proposed organizational structure for the Cheyenne Police Department is presented in Chart 2.2. This section of the report sets forth the functions of each of the proposed organizational entities in general terms, and designates primary command personnel and staffing. Major tasks are identified and like activities are combined within the two divisions subordinate to the chief of police. Both an Administrative Section and an Inspectional Services Section, under the direct cognizance of the chief of police, are proposed to provide staff assistance.

The proposed structure should provide the department with several advantages. First, it places the chief of police in a position to effectively direct, control, and coordinate the primary functions of the department. The structure also allows for a small staff to provide the chief with support in the areas most in need of personal attention. Placement of the Administrative Section and Inspectional Services Section in a staff relationship to the chief should provide the chief with direct access to information about the internal workings of the department. Further, the chief will be assured of receiving information concerning disciplinary matters, and be afforded a central planning and programming capability in support of present and future needs attendant to the administration of the agency.

#### Office of the Chief of Police

The chief of police should direct, control, and coordinate the personnel and material resources of the department. The chief should conduct staff meetings and inspections to evaluate and improve overall performance and efficiency. Periodically, the chief of police should review departmental policies and procedures to determine if the objectives of the department are being met. In meeting direction and

CHART 2.2  
PROPOSED ORGANIZATION  
CHEYENNE POLICE DEPARTMENT



control responsibilities, the chief should be assisted by the Administrative Section and Inspectional Services Section.

The chief should have a secretary to provide the necessary clerical and administrative support. The secretary should receive and screen visitors, maintain the chief's calendar and administrative files, and perform other associated duties as directed by the chief.

Since the chief alone would be hard-pressed to satisfy all of the responsibilities and perform all of the duties which are assigned to and expected of a chief, of necessity, the chief must delegate authority to subordinate commanders. Therefore, it is proposed that two divisions, the Operations Division and the Services Division, be established immediately subordinate to the chief of police. The commanders of these divisions, as well as the lieutenants in the Administrative Section and Inspectional Services Section, should constitute the chief's executive staff.

Administrative Section. The Administrative Section should be commanded by a lieutenant and staffed with two police officers. One clerk-typist should provide clerical assistance and be shared with the Inspectional Services Section. The lieutenant should be responsible for providing administrative support to the chief of police. Aside from general administrative responsibilities, the lieutenant should assume the important role of planning and research. The lieutenant should possess suitable academic credentials and evidence a capacity for the assumption of broad managerial responsibilities. Most of this commander's time should be spent in program development and evaluation. In regard to general administrative duties, the lieutenant should be directly assisted by one police officer. The other police officer should serve as the crime prevention officer, and should continue to

carry out the duties currently associated with the existing Crime Prevention Unit.

Some of the basic duties which should be performed by the section are as follows:

- Planning, programming, and budgeting. Formulate planning for specific projects. Develop improved operational procedures, and prepare, analyze, and issue summaries of police statistics. Supplementary to the planning process accomplished in the Administrative Section, planning activities should be performed at every level of the police department, and the lieutenant assigned to the Administrative Section should coordinate these planning efforts with a view toward improving the overall effectiveness of the department. Programming and budgeting activities are normal follow-ons to the planning function. Consequently, the coordination of all matters pertaining to departmental programming and budgeting should fall within the purview of the Administrative Section.
- Operations Analysis. Gather statistical data to assist with manpower deployment and selective enforcement programs. The Administrative Section should analyze and disseminate data on crime trends and rates, and publish enforcement bulletins and traffic summaries. In coordination with other departmental entities, the Administrative Section

to include mutual aid and contingency plans. The preparation and processing of grants-in-aid also should fall within the purview of this section.

- Public Information. The public information function should design, coordinate and present programs to the public which describe the police department and the services it performs. The lieutenant commanding the Administrative Section should act as the departmental press relations officer, maintain liaison with the various news media, and be the point-of-contact in the department for matters dealing with news and news releases.

Inspectional Services Section. The Cheyenne Police Department has reached a size in which this separate section is necessary for maximum efficiency of operation. This section should be commanded by a lieutenant who answers directly to the chief of police. Some of the duties which should be performed by this section are as follows:

- Internal Investigations. Gather information and conduct investigations concerning complaints or allegations of wrong-doing by departmental personnel.
- Inspections. Institute a viable inspections program that incorporates staff inspections with line inspections to improve police operations and to ensure that directives from the chief of police are being carried out.

- Intelligence. Primarily establish the identity of all persons involved, in any way, in organized criminal activity. Keep the chief aware of this information in order that the chief may direct appropriate actions to be taken by responsible division heads.

Legal Advisor. Although not placed on the formal organization chart, this is a resource which should be available to the chief of police, either through the services of the City attorney or an attorney on retainer with the City. One of the more important responsibilities of the legal advisor should be to provide sound legal research and advice to the chief and command personnel in the areas of training, policy, labor relations, and risk management. In addition, the attorney should provide on-going liaison with the County prosecutors' office on criminal case matters.

#### Operations Division

The Operations Division should be commanded by a captain who is directly responsible to the chief of police. The division should be comprised of three uniformed patrol shifts, a Special Operations Section and a Criminal Investigation Section. A secretary should be assigned to the division captain for administrative support.

Uniformed Patrol Shifts. The patrol force should be responsible for sustained and intensive preventive patrol, and should assume the greatest responsibility in the department's efforts to protect life and property, preserve the public peace, and prevent crime and delinquency. The patrol force should be responsible for conducting all preliminary investigations and most misdemeanor follow-up

investigations. The majority of police personnel and other resources should be assigned to the patrol force because it performs the most significant functions and is unquestionably the backbone of the entire department.

Each of the three uniformed patrol shifts should be commanded by a lieutenant who should provide overall direction to shift personnel. Additionally, uniformed patrol should be staffed with ten sergeants and 59 patrol officers. Primarily, sergeants assigned to the patrol force should actively engage in direct supervision and line inspections of the personnel assigned to their respective shifts. In particular, the sergeants should ensure that the tasks and responsibilities assigned to their subordinates are carried out correctly.

Patrol force sergeants should not be assigned any special responsibility within the police headquarters with the following exception: during the absence of the chief of police, the senior officer assigned to the patrol shift on duty, or if present, the commanding officer of the Operations Division or Services Division respectively, should assume responsibility of the overall administration and operation of the police headquarters.

Relief for the lieutenants should be provided by a sergeant from within the particular shift affected. During prolonged absences, relief may be provided by the Administrative Section or Inspectional Services Section lieutenant, as need dictates. Adhering to this procedure will serve as a training method for the sergeants to help prepare them for future assignments as lieutenants and provide the staff lieutenants contact with operational activities.

Special Operations Section. This section should be commanded by a lieutenant who reports directly to the Operations Division commander, and staffed with two sergeants (Tactical and Traffic) and four officers (Tactical). The section should be comprised of a Tactical Unit and a Traffic Unit, with a SWAT Unit and an Emergency Ordinance Disposal (EOD) Unit activated as needed.

The hours of work for this section should be flexible. The lieutenant should monitor the workload and activities within the section, and schedule work hours consistent with peak activity periods. The lieutenant commanding the Special Operations Section could provide command backup for the patrol force should a patrol shift commander be otherwise engaged or absent for any reason.

The Tactical Unit should be commanded by a sergeant who reports directly to the commander of the Special Operations Section. This unit should be used primarily in selective crime prevention programs and should be deployed in high hazard crime areas in the City, using whichever mode of transportation (foot, vehicle, bicycle, etc.) is best suited to a particular assignment. Additionally, members of this unit should be prepared to work in any line operation in which a workload backlog may occur. Examples are activities such as: warrant service or assisting with an investigative backlog pertaining to a particular seasonal crime, such as Christmas season bad check cases. Members of this unit should receive intensive training in crowd control tactics to act as a nucleus for a unit formed temporarily from regular line units for emergency situations, or to act as the nucleus of the SWAT Unit, when activated.

The Traffic Unit should be staffed with a sergeant who reports directly to the commander of the Special Operations Section. The unit should



gather all data concerning traffic-related activities in Cheyenne for dissemination to the appropriate line commanders for use by their personnel in selective enforcement programs. This unit also should conduct traffic-related training programs for appropriate agency personnel, assist in serious and fatal accident investigations as necessary, and act as departmental liaison with outside individuals or groups concerning traffic matters.

The SWAT Unit, when activated, should be commanded by the Tactical Unit sergeant. Specific activation guidelines should be set forth in a written directive and distributed to all personnel. Primary functions of the unit should include special weapons and tactics support, and hostage negotiations. Members of the unit should continue to receive on-going training in all skills essential to the safe and proper operation of the unit.

The Emergency Ordinance Disposal (EOD) Unit, activated as required, should be staffed with three sergeants from the patrol shifts. Written policy should clearly delineate activation guidelines.

Criminal Investigation Section. The Criminal Investigation Section should be commanded by a lieutenant, and staffed with a secretary and a clerk-typist for administrative support. The section should consist of a Crimes Against Persons Unit, a Crimes Against Property Unit, a Youth Unit, and a Vice Enforcement Unit. When the commander of the section is on leave or otherwise unavailable for duty, the section responsibilities should be assumed by a specified sergeant in the chain of command. The section should be responsible for conducting thorough and in-depth follow-up investigations of felonies and other serious crimes, recovering stolen property, and preparing cases for court presentation. In addition, this section should be

responsible for the suppression of narcotic and vice activities. Complete staffing for the Criminal Investigation Section is contained in the table entitled "Proposed Personnel Distribution" in Chapter III.

The Crime Against Persons Unit should be commanded by a sergeant who is directly responsible to the commander of the Criminal Investigation Section, and should be staffed with three investigators. The unit should be responsible for investigation of all crimes against persons such as robbery, rape, and assault. The sergeant commanding this unit should be responsible for the efficient conduct of investigations by assigned personnel, and should plan, control, inspect, and coordinate all activities for the unit. As commander of the unit, the sergeant also should coordinate the activities of investigators with those of the Crimes Against Property, Vice Enforcement, and Youth Units to ensure continuity of effort. Requests for the service of warrants related to crime against persons from other jurisdictions should be coordinated and executed by this unit.

Assignments should be made within the Crimes Against Persons Unit according to specialized training, ability, interest, skills of individuals, and need. A complete list of responsibilities should be detailed in the department's written directives system.

The Crimes Against Property Unit should be commanded by a sergeant directly responsible to the commander of the Criminal Investigation Section. The unit should be staffed with five investigators, including two rotating police officer/investigators, whose roles are described in more detail in Chapter VI, "Field Operations." The unit should be responsible for investigating all crimes against property such as burglary, larceny, and fraud. Requests for the service of warrants related to crimes against property from other jurisdictions should be

coordinated and executed by this unit. A complete list of responsibilities should be detailed in the department's written directives system.

Assignments should be made within this unit according to specialized training, ability, interest, skills of individuals, and need. The sergeant commanding this unit should be responsible for the efficient conduct of investigations by assigned personnel and should coordinate the activities of investigators with those of the Crimes Against Persons, Vice Enforcement, and Youth Units.

The Vice Enforcement Unit should be commanded by a sergeant, reporting directly to the commander of the Criminal Investigation Section, and staffed with four investigators. This unit should be responsible for investigating, detecting, and controlling vice activity to include gambling, prostitution, violation of alcoholic beverage control statutes, and narcotic and dangerous drug abuse offenses. The major effort of this unit should be directed against those who control, distribute, and sell narcotics and dangerous drugs. It should be emphasized that vice suppression and enforcement efforts are the responsibility of all members of the police department. The presence of a specialized Vice Enforcement Unit does not relieve other members of the department from diligently enforcing the criminal statutes regarding vice activities.

The Youth Unit should be commanded by a sergeant directly responsible to the commander of the Criminal Investigation Section. Staffing should include two investigators. The unit should be responsible for identifying and controlling conditions, areas, and situations contributing to delinquent behavior. It should be active in programs for the prevention of delinquency and should be available to assist

patrol and other investigative personnel by providing specialized handling and disposition of juveniles who are taken into custody. The unit should be responsible for investigating missing juvenile cases, child-neglect and abuse cases, and certain other cases where juveniles are victims. Also, it should be the function of this unit to refer juvenile offenders to the proper welfare or correctional agency.

#### Services Division

The Services Division should be commanded by a captain directly responsible to the chief of police. A secretary should be assigned to the division captain for administrative support. The division should perform those activities necessary to assist line officers in the accomplishment of their tasks. Components of the Services Division should include a Personnel and Training Section, a Property Management Section, an Automated Data Processing Section, and a Records and Communications Section.

The responsibilities assigned to the commander of the Services Division should include the following:

- Administer all records and information systems including the records-keeping function, communications, and related equipment.
- Develop, conduct, and coordinate a training program directed toward the realization of a well-rounded and efficient police agency. Maintain all records pertaining to departmental training programs, to include workshops, seminars, and other in-service training engaged in by members of the department.

- Supervise and coordinate the educational programs as they pertain to the Cheyenne police officer. Maintain all records which pertain to these educational programs.
- Develop control mechanisms for and supervise the handling and storage of all evidence, recovered property, and found property.
- Maintain the departmental laboratory.
- Maintain an inventory control over all departmental property, equipment, and supplies.
- Insure that proper maintenance is performed and supporting records are maintained on all vehicles, weapons, facilities, and other items of equipment and supplies requiring upkeep.
- Provide data for the preparation of periodic and annual reports.
- Perform or supervise the performance of any duties connected with the processing and detention of prisoners.
- Maintain or cause to be maintained all records associated with the personnel administration function in the department.
- Perform or be responsible for the operation of the public information/reception area and the functions associated with it.

The Services Division should operate a central records system and maintain files related to fingerprints, photographs, criminal histories, traffic warrants, subpoenas, and similar matters, to include a master alphabetical name index. Details for establishing and maintaining a system of this type are outlined in the section of this report pertaining to records management.

Personnel and Training Section. This section should be commanded by a sergeant who reports directly to the Services Division commander. This section should be responsible for the recruitment and selection of police recruits, to include the coordination of background investigations, preliminary screening, and testing. If required, the sergeant commanding this section should be authorized to call upon necessary department personnel to assist in the conduct of background investigations. The section also should be responsible for conducting promotional tests, coordinating all interviews for promotions, coordinating a performance evaluation program, and maintaining adequate personnel records. The secretary assigned to the division commander's office should be available to assist in furnishing the necessary administrative support to this section on an as-needed basis.

This section should be assigned the function of coordinating recruit, in-service, supervisory, management, firearms, and specialized training for members of the department. In this role, the sergeant is principally a manager and coordinator, and should call upon resources in other departmental entities and other available resources for actually conducting training sessions. Every effort should be made by the Cheyenne Police Department to maintain and enhance the career counseling program, which should be administered by this section. The sergeant in charge of this section also should function as the department's counselor for higher education, and should maintain close

liaison with nearby institutions of higher learning, especially those offering degrees or certificates in police science and law enforcement. All records pertaining to the educational accomplishments of Cheyenne police officers should be maintained by the Personnel and Training Section.

Property Management Section. The Property Management Section should be supervised by a sergeant directly responsible to the commander of the Services Division. Staffing for this section should include two civilian evidence technicians and one police service technician. The section should be responsible for three functions---fleet management, evidence collection and processing, and property management. Administrative support should be furnished by the secretary assigned to the division commander's office, on an as-needed basis.

This section should be responsible for acquisition of departmental property and maintenance of an accurate inventory to insure continuity of operations and provide accountability for periodic audits. The Property Management Section should maintain accurate records of departmental equipment. The section should provide staff assistance and control over preventive maintenance, and repair and equipping of departmental vehicles, to include repair and procurement of communications equipment components. Procurement and issue of expendable items of supply should be assigned to this section. Overall responsibility for the care, maintenance, and condition of departmental equipment (as opposed to personal or individual equipment), such as supporting weapons, protective masks, riot control equipment, ammunition, chemical munitions, and the like, should be vested in this section.

The handling and security of evidence, as well as found and recovered property, should be responsibilities of the Property Management Section. The evidence operation should include receiving and processing evidence in the day-to-day crime investigation activities. The senior evidence technician should exercise staff supervision of the crime scene technicians assigned to the patrol shifts. Technical supervision for the processing of evidential photographs should be considered as part of the evidence operation. A police services technician should be assigned as evidence custodian for the department with the Property Management Section commander acting as alternate evidence custodian.

A description of the duties generally performed by a police services technician has been included in the Appendix.

Automated Data Processing Section. This section should be managed by a senior programmer, directly responsible to the Services Division captain. The section should be staffed with one additional computer programmer. Responsibilities should include development and maintenance of all computer programs within the agency.

Records and Communications Section. This section should be supervised by a civilian manager directly responsible to the Services Division commander, and should be comprised of two units---a Records Unit and a Communications Unit. This section should be staffed as shown in the table entitled "Proposed Personnel Distribution" which appears in Chapter III of this report, and as discussed below.

The Records Unit should be supervised by a civilian who reports to the manager of the Records and Communications Section. The Records Unit should be staffed with five clerk-typists. Personnel assigned to this unit should be responsible for receiving, coding, and controlling



records flow in the agency. This includes maintenance of the appropriate files to ensure complete and accurate access to management and operational information. Additionally, unit personnel should staff the public information desk. Details of these functions and hours of operation are discussed in Chapter VII, entitled "Support Services."

The Communications Unit should be supervised by a civilian senior dispatcher who reports directly to the civilian manager of the Records and Communications Section. In addition to the senior dispatcher, this unit should be staffed with twelve civilian dispatchers. All dispatchers, including the supervisor, should perform dispatch duties according to a schedule prepared by the senior dispatcher and approved by the manager of the Records and Communications Section. Unit responsibilities should include telephone reception, telephone reporting, radio dispatching, computer records checks, and monitoring departmental security systems.

#### Interim Organizational Structure

Interim adjustments within the department are necessary during the transition from the present to the proposed organization. As shown in Chart 2.2, the proposed organizational structure differs from that currently used by the department. Adjustments should be made as soon as possible in the organizational structure.

#### Recommendations

1. Adopt the proposed organization structure shown in Chart 2.2.

2. Organize and staff the proposed organization as recommended in the text.
3. Issue a general order which clearly outlines the duties and responsibilities of each division, section, and unit within the department, to include the means for establishing administrative and operational coordination between divisions, sections, and units.

III  
A L L O C A T I O N   A N D   D I S T R I B U T I O N  
O F   P E R S O N N E L

Since it is directly related to crime, safety, tax rates, and the delivery of police services, the optimum allocation of manpower in a law enforcement agency is a challenging problem, not only to the police executive but also to the city administration and the taxpayer. Likewise, the quality of law enforcement is related directly to the effective distribution of police personnel, especially patrol officers who represent the most important element in the police service. For this reason, the proper staffing, distribution, and equipping of the patrol force should be given primary consideration.

Although we can determine with reasonable accuracy the number of personnel required to perform inspectional tasks and other services, it is more difficult to distribute patrol forces effectively. The problem becomes even more complex when we try to determine how many officers should be assigned to each shift and to each geographical subdivision of the community. We can only assume that the time spent in purposeful patrol will prevent a given number of incidents. Further, we must assume, for purposes of tabulation and statistical analysis, that patrol officers are equal in terms of efficiency when, in fact, we know that differences in education, attitude, training, interest, and ambition all influence an officer's performance.

One thing is certain---unless police patrol personnel are allocated and distributed in a manner which permits them to devote substantial time and effort to sustained preventive patrol, and to conduct thorough preliminary investigations, there is little reason to expect a reduction in criminal activity.

The techniques employed by the International Association of Chiefs of Police in this study have proven effective in many progressive agencies and are designed to insure an effective level of performance by patrol officers in Cheyenne.

#### Present Deployment of Patrol Manpower

As mentioned in Chapter II, uniformed patrol in Cheyenne is organized into three shifts with overall command vested in a lieutenant. The authorized strength for the three shifts is as follows:

	<u>Lieutenant</u>	<u>Sergeants</u>	<u>Patrol Officers</u>
Shift 1 (0645 hrs - 1545 hrs)	1 <sup>1</sup>	2	16
Shift 2 (1445 hrs - 2345 hrs)	0	2	16
Shift 3 (2245 hrs - 0745 hrs)	0	2	16

The shifts work a five-day week, eight-hour day and are permanent, with rotation available upon request. Again, it should be noted that the above figures are based on authorized strength, as actual strength varied during the fieldwork.

For patrol purposes, the City of Cheyenne is divided into two primary patrol areas, east and west, with an average of six beats staffed on each shift.

Patrol deployment for the twelve months in which workload data was analyzed, December 1983 through November 1984, was equally distributed among three similarly staffed patrol shifts.

Patrol shift manpower assignments of the above time frame are compared with the corresponding shift workload in Graph 3.1. This comparison illustrates the inequitable manner in which patrol personnel are numerically allocated to meet workload demands.

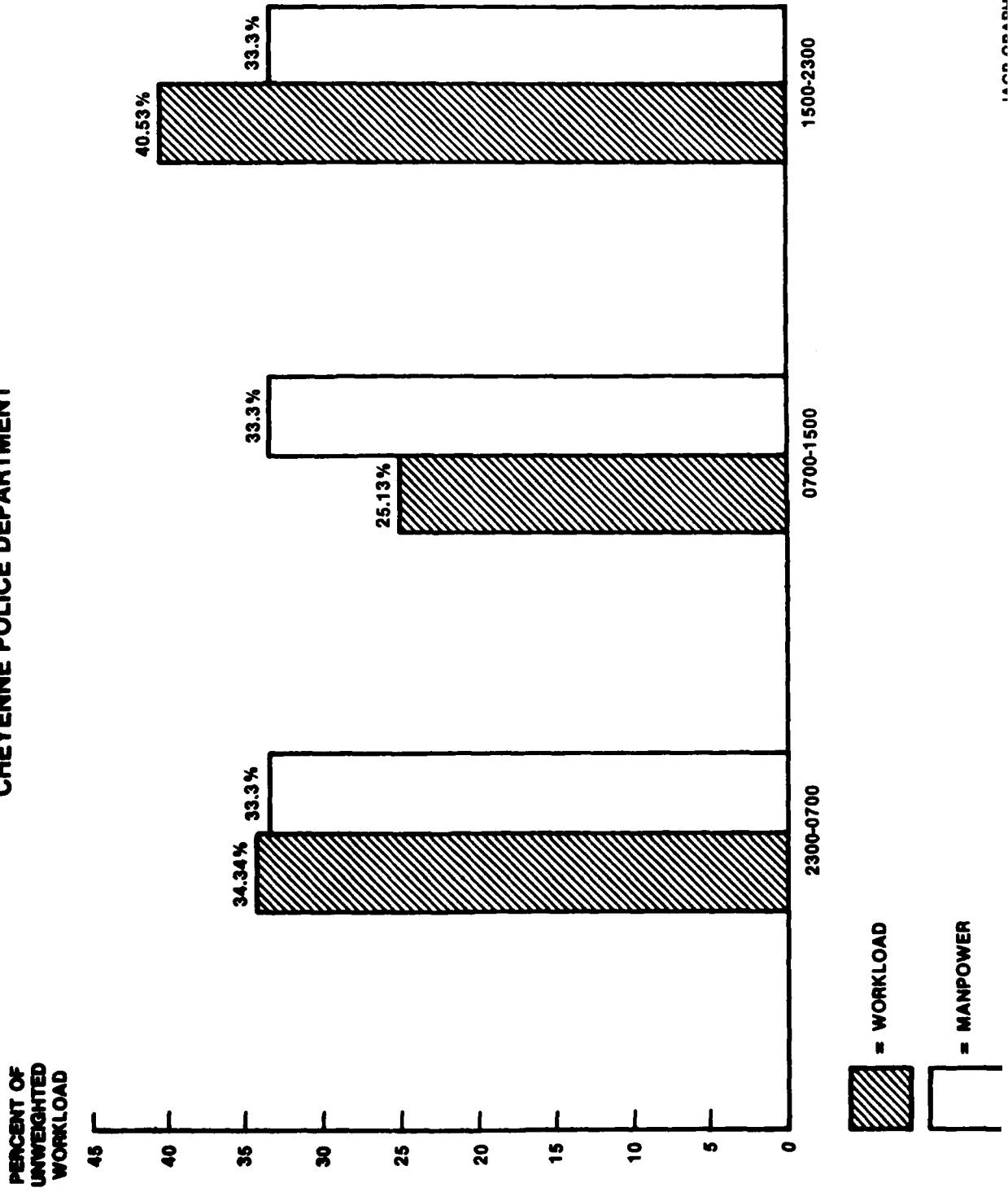
Graphs 3.2, 3.3, 3.4, and 3.5 depict the present distribution of weighted workload by existing beats. The inconsistencies shown by these graphs are evident.

The IACP manpower study of the Cheyenne Police Department is designed to reduce or eliminate the discrepancies just described. The primary objective is, of course, to achieve the optimum allocation and distribution of patrol personnel to meet workload demands. Recommendations on future scheduling will be discussed further in Chapter VI, "Field Operations."

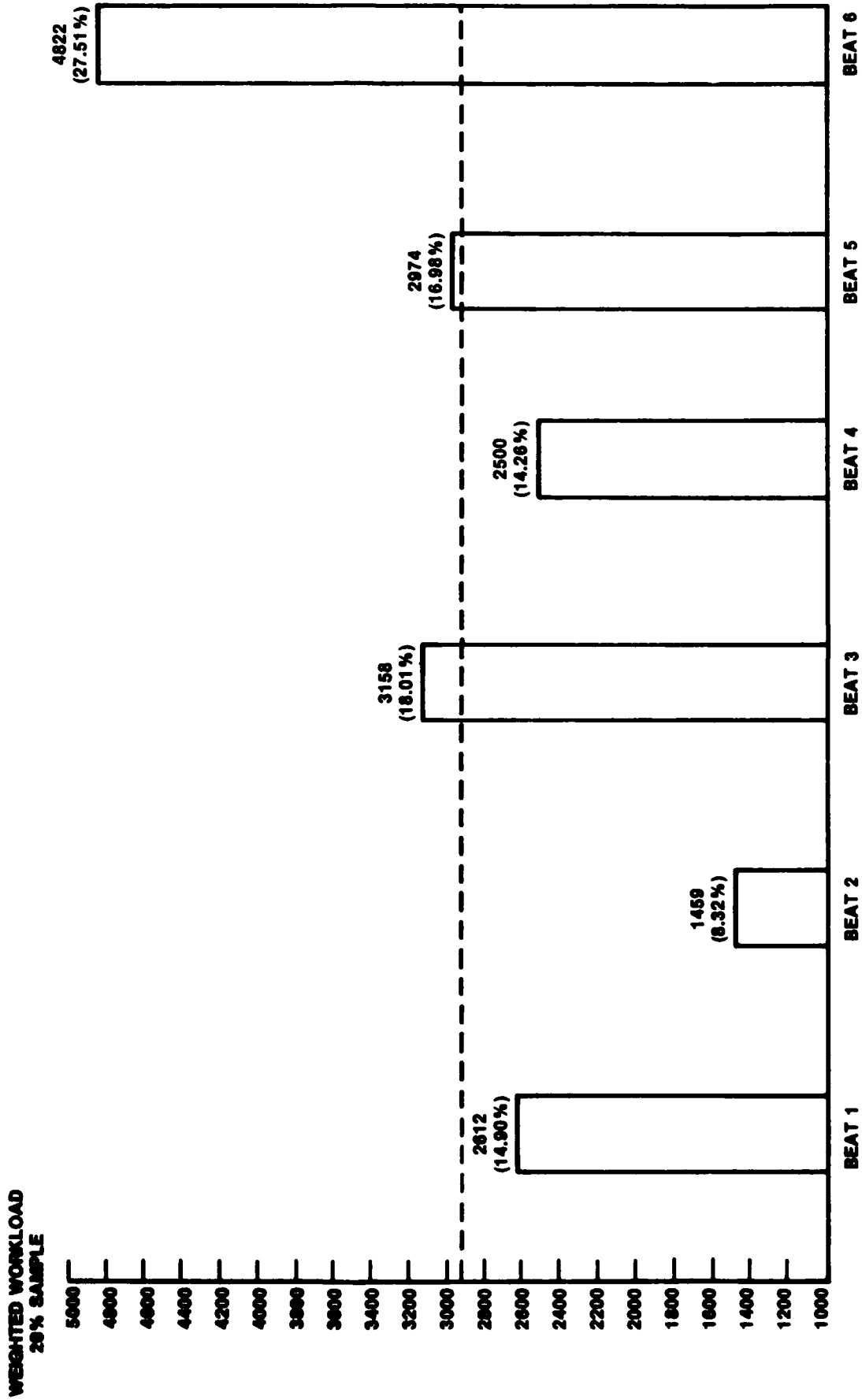
#### The IACP Approach to the Allocation and Distribution of Patrol Manpower

To determine the size of a patrol force, we first ascertain how many officers are necessary to staff the patrol shifts. To do this, we must tabulate the amount and type of police workload by time and place of occurrence. Demands for police service occur in relatively systematic and predictable patterns over an extended period, and fairly accurate predictions of future requirements can be made, on the basis of experience, by analyzing recorded calls for police services.

**GRAPH 3.1**  
**COMPARISON OF WORKLOAD WITH**  
**PATROL MANPOWER**  
**(DEC. 1983 -- NOV. 1984)**  
**CHEYENNE POLICE DEPARTMENT**

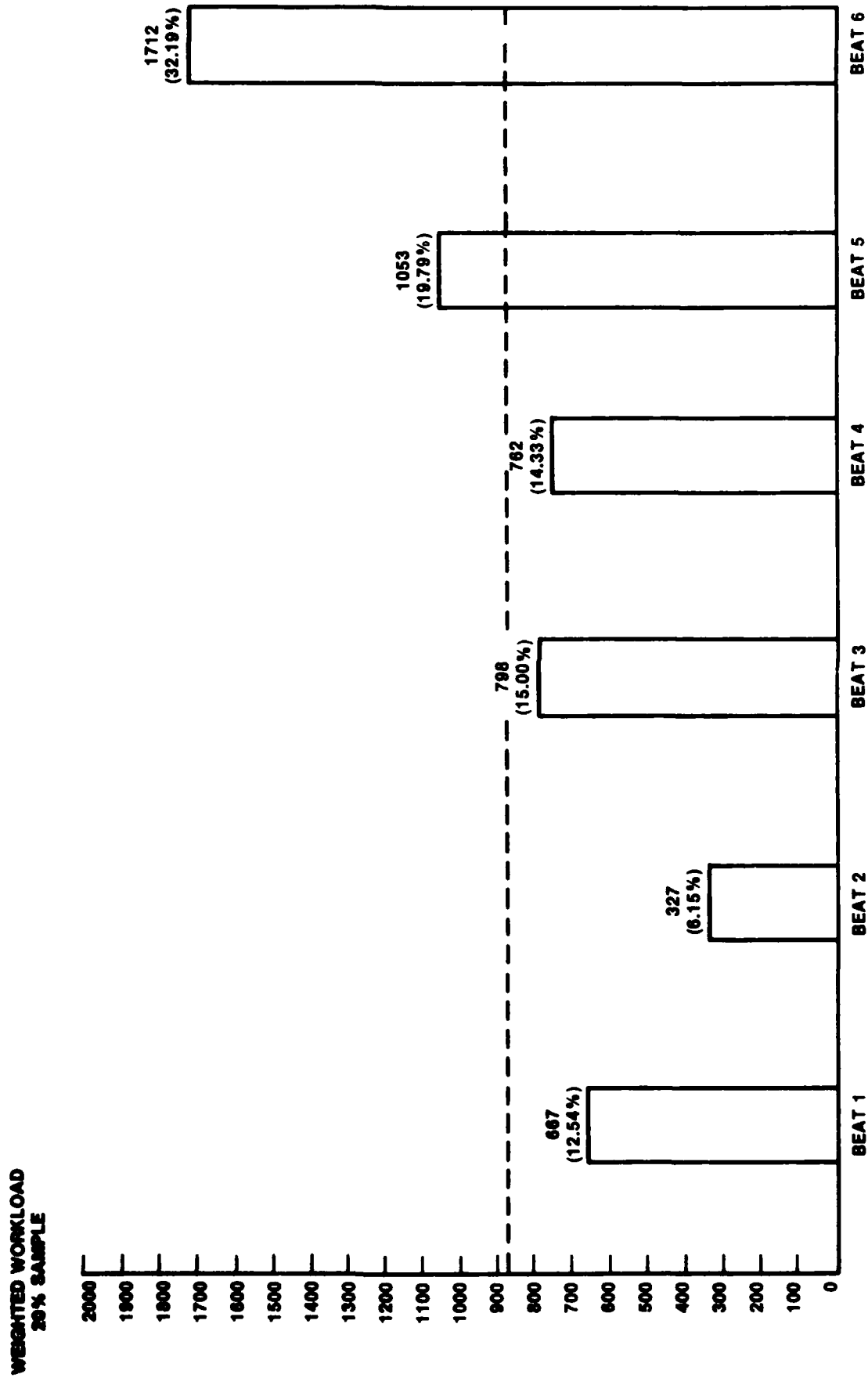


**GRAPH 3.2**  
**DISTRIBUTION OF WORKLOAD**  
**BY PRESENT PATROL BEATS FOR 24 HOUR PERIOD**  
**CHEYENNE POLICE DEPARTMENT**



--- AVERAGE WORKLOAD 2021 = 16.66%

**GRAPH 3.3**  
**DISTRIBUTION OF WORKLOAD**  
**BY PRESENT PATROL BEATS FOR SHIFT I (2300-0700)**  
**CHEYENNE POLICE DEPARTMENT**



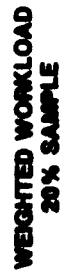


### GRAPH 3.4

## DISTRIBUTION OF WORKLOAD

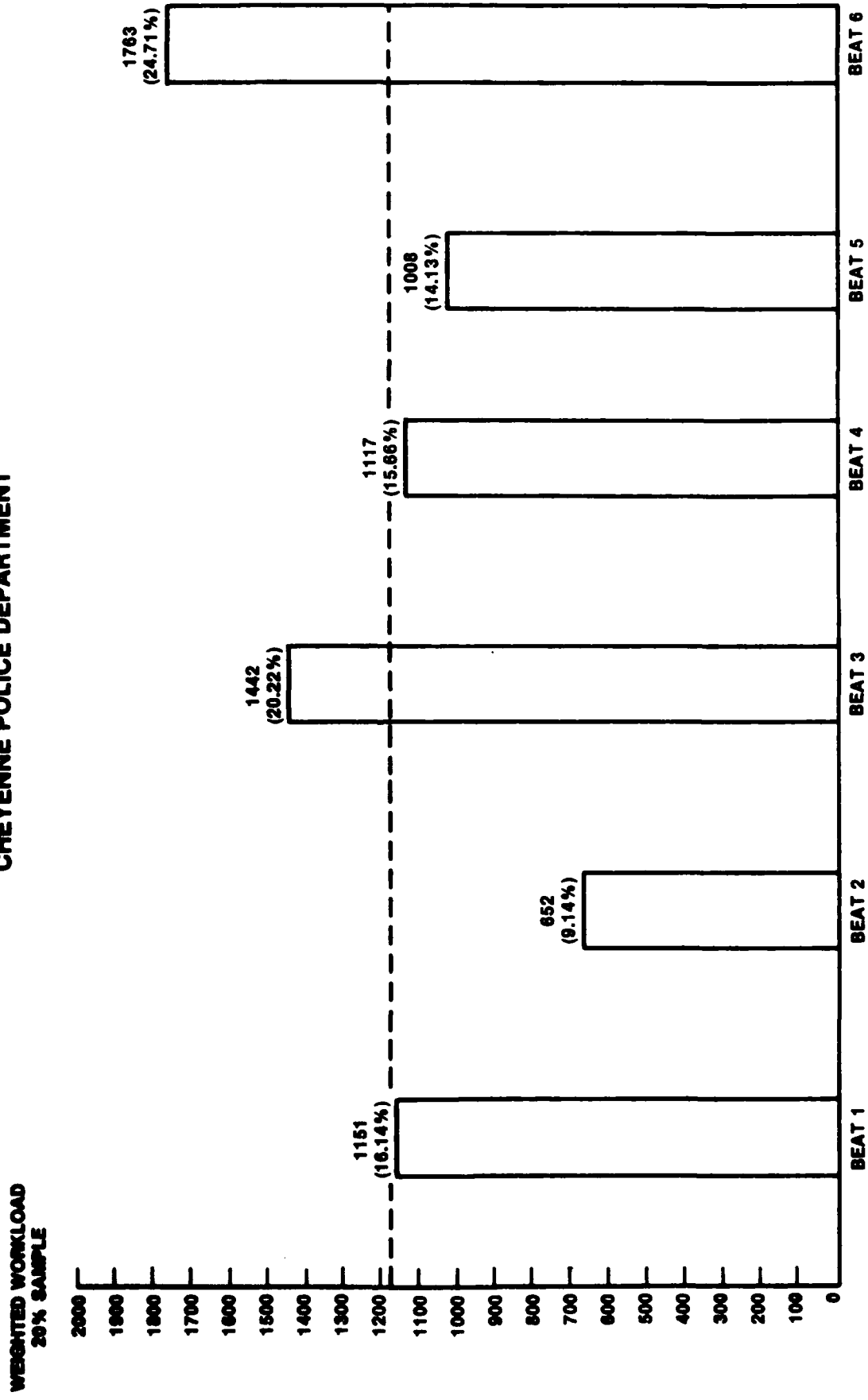
**BY PRESENT PATROL BEATS FOR SHIFT II (0700-1500)**

**CHEYENNE POLICE DEPARTMENT**



1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22 23 24 25 26 27 28 29 30 31 32 33 34 35 36 37 38 39 40 41 42 43 44 45 46 47 48 49 50 51 52 53 54 55 56 57 58 59 60 61 62 63 64 65 66 67 68 69 70 71 72 73 74 75 76 77 78 79 80 81 82 83 84 85 86 87 88 89 90 91 92 93 94 95 96 97 98 99 100 101 102 103 104 105 106 107 108 109 110 111 112 113 114 115 116 117 118 119 120 121 122 123 124 125 126 127 128 129 130 131 132 133 134 135 136 137 138 139 140 141 142 143 144 145 146 147 148 149 150 151 152 153 154 155 156 157 158 159 160 161 162 163 164 165 166 167 168 169 170 171 172 173 174 175 176 177 178 179 180 181 182 183 184 185 186 187 188 189 190 191 192 193 194 195 196 197 198 199 200 201 202 203 204 205 206 207 208 209 210 211 212 213 214 215 216 217 218 219 220 221 222 223 224 225 226 227 228 229 230 231 232 233 234 235 236 237 238 239 240 241 242 243 244 245 246 247 248 249 250 251 252 253 254 255 256 257 258 259 260 261 262 263 264 265 266 267 268 269 270 271 272 273 274 275 276 277 278 279 280 281 282 283 284 285 286 287 288 289 290 291 292 293 294 295 296 297 298 299 300 301 302 303 304 305 306 307 308 309 310 311 312 313 314 315 316 317 318 319 320 321 322 323 324 325 326 327 328 329 330 331 332 333 334 335 336 337 338 339 340 341 342 343 344 345 346 347 348 349 350 351 352 353 354 355 356 357 358 359 360 361 362 363 364 365 366 367 368 369 370 371 372 373 374 375 376 377 378 379 380 381 382 383 384 385 386 387 388 389 390 391 392 393 394 395 396 397 398 399 400 401 402 403 404 405 406 407 408 409 410 411 412 413 414 415 416 417 418 419 420 421 422 423 424 425 426 427 428 429 430 431 432 433 434 435 436 437 438 439 440 441 442 443 444 445 446 447 448 449 450 451 452 453 454 455 456 457 458 459 460 461 462 463 464 465 466 467 468 469 470 471 472 473 474 475 476 477 478 479 480 481 482 483 484 485 486 487 488 489 490 491 492 493 494 495 496 497 498 499 500 501 502 503 504 505 506 507 508 509 510 511 512 513 514 515 516 517 518 519 520 521 522 523 524 525 526 527 528 529 530 531 532 533 534 535 536 537 538 539 540 541 542 543 544 545 546 547 548 549 550 551 552 553 554 555 556 557 558 559 560 561 562 563 564 565 566 567 568 569 570 571 572 573 574 575 576 577 578 579 580 581 582 583 584 585 586 587 588 589 590 591 592 593 594 595 596 597 598 599 600 601 602 603 604 605 606 607 608 609 610 611 612 613 614 615 616 617 618 619 620 621 622 623 624 625 626 627 628 629 630 631 632 633 634 635 636 637 638 639 640 641 642 643 644 645 646 647 648 649 650 651 652 653 654 655 656 657 658 659 660 661 662 663 664 665 666 667 668 669 670 671 672 673 674 675 676 677 678 679 680 681 682 683 684 685 686 687 688 689 690 691 692 693 694 695 696 697 698 699 700 701 702 703 704 705 706 707 708 709 710 711 712 713 714 715 716 717 718 719 720 721 722 723 724 725 726 727 728 729 730 731 732 733 734 735 736 737 738 739 740 741 742 743 744 745 746 747 748 749 750 751 752 753 754 755 756 757 758 759 760 761 762 763 764 765 766 767 768 769 770 771 772 773 774 775 776 777 778 779 780 781 782 783 784 785 786 787 788 789 790 791 792 793 794 795 796 797 798 799 800 801 802 803 804 805 806 807 808 809 810 811 812 813 814 815 816 817 818 819 820 821 822 823 824 825 826 827 828 829 830 831 832 833 834 835 836 837 838 839 840 841 842 843 844 845 846 847 848 849 850 851 852 853 854 855 856 857 858 859 860 861 862 863 864 865 866 867 868 869 870 871 872 873 874 875 876 877 878 879 880 881 882 883 884 885 886 887 888 889 890 891 892 893 894 895 896 897 898 899 900 901 902 903 904 905 906 907 908 909 910 911 912 913 914 915 916 917 918 919 920 921 922 923 924 925 926 927 928 929 930 931 932 933 934 935 936 937 938 939 940 941 942 943 944 945 946 947 948 949 950 951 952 953 954 955 956 957 958 959 960 961 962 963 964 965 966 967 968 969 970 971 972 973 974 975 976 977 978 979 980 981 982 983 984 985 986 987 988 989 990 991 992 993 994 995 996 997 998 999 1000 1001 1002 1003 1004 1005 1006 1007 1008 1009 1010 1011 1012 1013 1014 1015 1016 1017 1018 1019 1020 1021 1022 1023 1024 1025 1026 1027 1028 1029 1030 1031 1032 1033 1034 1035 1036 1037 1038 1039 1040 1

**GRAPH 3.5**  
**DISTRIBUTION OF WORKLOAD**  
**BY PRESENT PATROL BEATS FOR SHIFT III (1500-2300)**  
**CHEYENNE POLICE DEPARTMENT**



From the workload pattern, we determine how many patrol beats are required for each shift. The number will vary from shift to shift since police workload seldom occurs in equal proportions by shift. Similarly, individual beat configurations should be structured so that each will have a proportionate share of the total workload. Once the number of beats and their configurations are established, manpower can be assigned in sufficient quantities to staff the beats. This coverage cannot be provided by the simple expedient of assigning one officer for each beat. Consideration must be given to the extent of the demands for service, and to days off, vacations, holidays, training time, and other activities which detract from an officer's productive patrol time.

The IACP manpower deployment system is based on a careful analysis of immediate past workload experience, as this method has shown itself to be the best way to predict demands. A prerequisite for this analysis is the accurate reporting and recording of every request for police service, including crimes, traffic accidents, aided or assisted cases, miscellaneous incidents, and other services provided by the department.

#### Records Used to Determine Workload

A review of the records maintained by the Cheyenne Police Department was undertaken to determine which source documents would reflect the police workload most accurately. Computerized data on calls for service and arrests were determined to be the best source for this purpose. From these documents, a twenty percent sample of the workload for a twelve-month period (December 1983 through November 1984) was compiled.

### Definitions

The following standardized definitions are presented here to clarify the terms used in describing the proposed allocation and distribution of patrol manpower.

Beat: A geographical area of the city assigned to a uniformed officer.

Shift, Watch: Used synonymously, a working time period, usually eight consecutive hours.

Reporting Area: A small subdivision of a beat, used as a base in the distribution of manpower. Its boundaries are usually well-defined by main streets, railroads, natural terrain, and so on.

Classes of Events: Broad categories of incidents or items of work which are a part of police responsibilities, used to measure the amount and type of patrol workload.

### Methodology

The workload manpower distribution study was conducted by the IACP as follows:

1. A total of 9,094 calls for police service (complaints, offenses, and other incidents) were selected and examined through an accurate and statistically "correct" twenty percent sample of police activity for the study period of one year.
2. A map of the City was divided into 83 reporting areas, designed and arranged to facilitate their later consolidation into patrol beats.
3. Each incident was located geographically on the map and the reporting area for each call was determined.
4. Each incident then was identified as belonging to one of the categories listed below, and the time and day of the week of occurrence (or reporting) were ascertained.

Criminal Homicide/Forcible Rape

Robbery offenses

Aggravated assault offenses

Burglary offenses

Larceny offenses

Auto theft offenses

All other offenses

Part I arrests

Other offense arrests

Drunk arrests

Disorderly conduct arrests

Assault on a police officer arrest

Disturbance calls

Traffic accidents (fatal/personal injury)

Traffic accidents (property damage)

Miscellaneous services

Back-up calls

5. With IACP direction, department personnel then entered this information on workload-manpower distribution coding sheets---one entry for each incident.
6. These entries were subsequently keypunched and the data analyzed by a computer which was programmed to show:
  - a. The number of incidents multiplied by relative weighting factors (to be described subsequently) in each reporting area by shift.
  - b. Workload by day of week.
  - c. Workload by time of day in hours.
  - d. "Within-shift" variations in workload.

#### Determining Optimum Shift Hours

The workload of the patrol force does not occur with equal frequency during each of the 24 hours of the day. Before the number of patrol

beats per shift can be determined, the optimum shift hours must be ascertained.

Within-Shift Variance. One of the outputs of the program was the within-shift variance in workload. This computation shows the total variations occurring in hourly peaks and lulls for each possible combination of three eight-hour shifts per day. The object is to select shift hours with the least internal variations of workload between peaks and lulls in activity. For example, it is desirable to minimize imbalance such as heavy workloads during the first two hours of a shift, and below-average workloads for the remaining hours. Under such conditions, a number of personnel must be provided for the busy periods even though their productive time diminishes during slack periods. The total within-shift variances are ranked, with the shifts with the least variances used as the base.

In Cheyenne, the least internal workload variation occurs when shift hours begin at 0400, 1200, and 2000 hours. Shift hours with the second least internal variation begin at 0300, 1100, and 1900.

The most reasonable shift hours for Cheyenne would be 2400, 0800, and 1600 hours (third in the ranked list of hours with least internal variation).

After consultation with the chief of police, a decision was made to select the hours of 2400, 0800 and 1600 as the optimum times for changing shifts. Using these times, the Cheyenne Police Department would operate three patrol shifts as follows:

Shift 1 - 2400 hours to 0800 hours  
Shift 2 - 0800 hours to 1600 hours  
Shift 3 - 1600 hours to 2400 hours

To ensure a smooth transition between shift changes and to maintain the greatest possible number of patrol personnel on the streets at all times, it is recommended that each shift continue to have officers assigned to an early and to a regular schedule.

Day-of-Week Variance. Workload variations also occur by day-of-week, as illustrated in Graph 3.6. In Cheyenne, the police workload on Friday outweighs any of the other weekdays. Saturday has the next highest workload, followed by Sunday, Wednesday, Monday, Tuesday, and Thursday.

The assignment of days-off for officers should be scheduled in a manner that ensures the availability of the required number of patrol personnel on days having higher workloads.

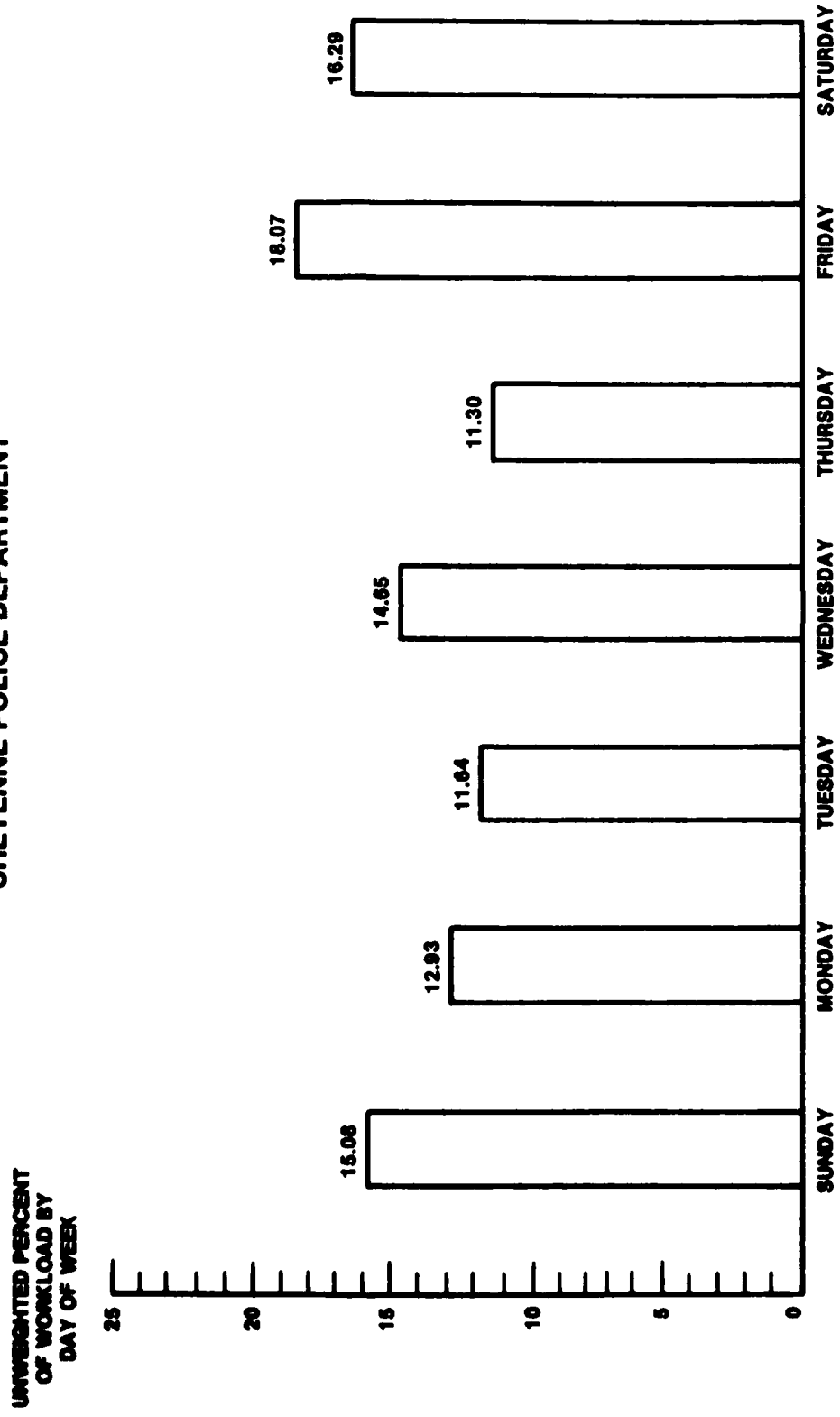
Hourly Variance. Workload also varies by time-of-day. In Cheyenne, as illustrated in Graph 3.7, it can be seen that the highest peak in police workload occurs between 2300 and 2400 hours.

#### Calculating the Number of Patrol Beats

Previous studies have shown that the average time required for patrol officers to complete an adequate response to an incident is 45 minutes. This includes the time for supplementary and follow-up investigations

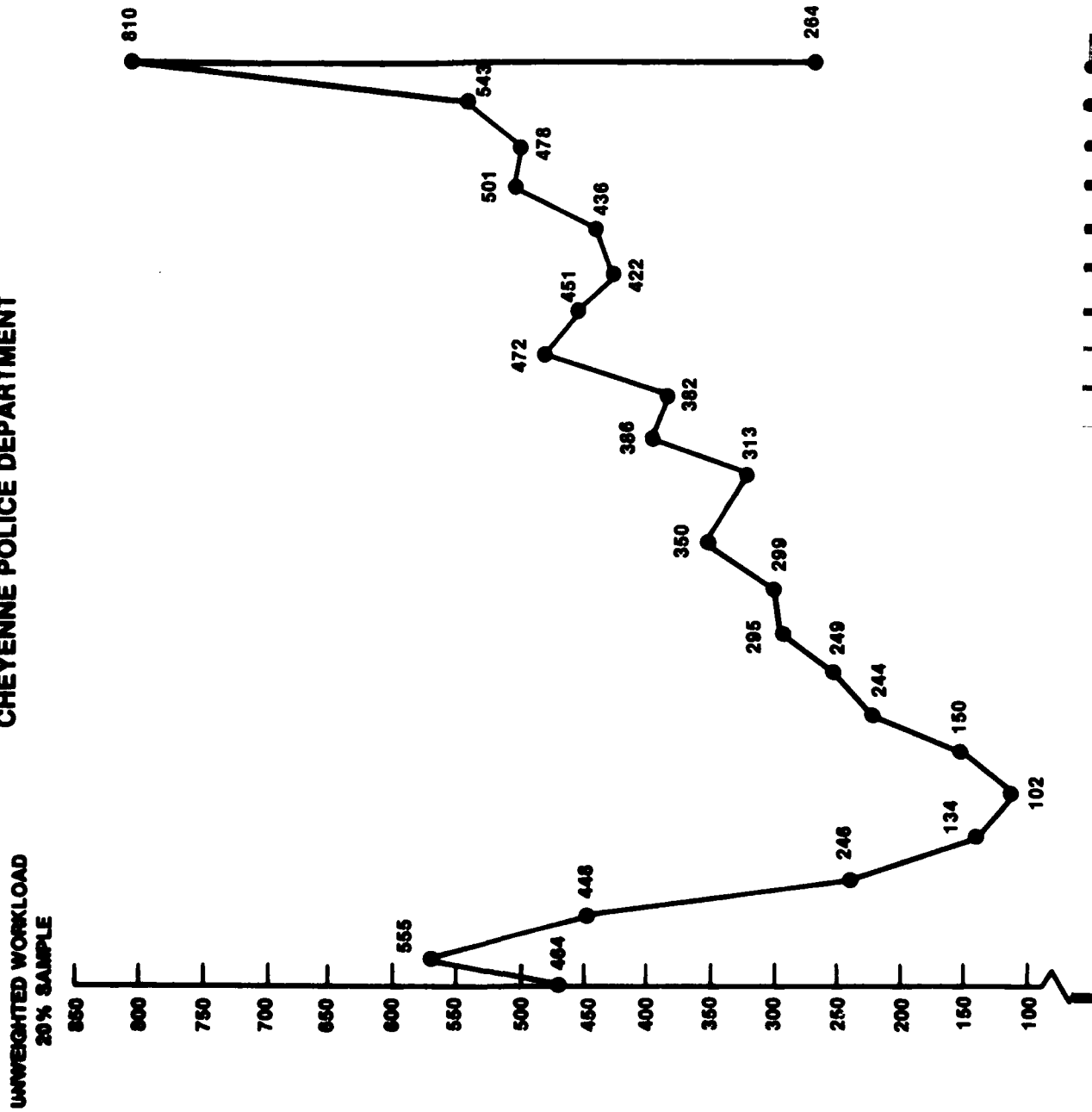


**GRAPH 3.6**  
**DAILY WORKLOAD DEMAND**  
**CHEYENNE POLICE DEPARTMENT**



IACP GRAPH

**GRAPH 3.7**  
**HOURLY WORKLOAD DEMAND**  
**CHEYENNE POLICE DEPARTMENT**



must be provided to compensate for the tendency of activity to occur in sporadic groupings throughout a shift. This buffer factor also allows time for various activities, such as servicing police vehicles, personal relief, eating, supervision, and others. The time required for preventive patrol also must be considered. This type of patrol includes such activities as inspecting premises, contacting persons, issuing warnings and citations, and patrolling high-hazard locations. Experience has shown that one-third of an officer's time should be spent on called-for services and the remaining two-thirds should be devoted to preventive patrol and the buffer factor. After calculating the time required to handle called-for services (one-third) and making allowances for preventive patrol time and the buffer factor (two-thirds), the number of patrol beats can be determined.

**Example:**

Shift 1 - (2400 hrs - 0800 hrs)

Number of incidents sampled (20 percent)	2,463
Converted to 100 percent	12,315
Multiplied by .75 hours (45 minutes)	9,236 hours per year in called-for services
Multiplied by 3 (to add buffer factor and time for routine patrol)	27,708 total hours
Divided by 2,920--the number of hours in the available man-year required to staff one basic one-officer patrol beat on one shift for one year =	9.489 beats
Rounded to:	9 beats

Shift 2 - (0800 hrs - 1600 hrs)

Number of incidents sampled (20 percent)	2,518
Converted to 100 percent	12,590
Multiplied by .75 hours (45 minutes)	9,443 hours per year in called-for services
Multiplied by 3 (to add buffer factor and time for routine patrol)	28,329 total hours
Divided by 2,920--the number of hours in the available man-year required to staff one basic one-officer patrol beat on one shift for one year =	9.70 beats

Rounded to: 10 beats

Shift 3 - (1600 hrs - 2400 hrs)

Number of incidents sampled (20 percent)	4,113
Converted to 100 percent	20,565
Multiplied by .75 hours (45 minutes)	15,424 hours per year in called-for services
Multiplied by 3 (to add buffer factor and time for routine patrol)	46,272 total hours
Divided by 2,920--the number of hours in the available man-year required to staff one basic one-officer patrol beat on one shift for one year =	15.84 beats

Rounded to: 16 beats

Geographical Distribution of the Patrol Force

The same reasoning applied to the temporal distribution of the patrol force should be directed to its geographical distribution. The frequency and types of police incidents vary significantly from place to place within the City. The object of any geographical distribution

system should be to place the available patrol force in Cheyenne so as to equalize the workload in each patrol beat and to minimize the response time to each call for service. This factor was taken into consideration in establishing patrol beats for the Cheyenne Police Department; however, several reporting areas in downtown Cheyenne, comprising a bar area covering several blocks, need to be divided into smaller areas the next time the department analyzes patrol allocation and distribution for better beat construction.

#### Classification and Weighting of Events

The time necessary to process the more serious offenses should be considered. In addition to the time element, the department naturally seeks to prevent the more serious crimes (in terms of threat to human life and property) by devoting more effort to their control. The 45-minute average time mentioned previously applies to the average investigative time for all events. To recognize these factors, the computer program included weighting factors for various classes of events as follows:

<u>Classes of Events</u>	<u>Relative Weighting</u>
OFFENSES	
Criminal homicide/Forcible rape	4
Robbery	4
Aggravated assault	4
Burglary	4
Larceny	4
Auto theft	4
All other offenses	3

**ARRESTS**

Part I arrests	2
Other offense arrests	2
Disorderly conduct arrests	2
Assault on police officer arrests	2
Drunk arrests	1

**TRAFFIC AND MISCELLANEOUS**

Traffic accidents -	
(fatal and personal injury)	3
Traffic accidents -	
(property damage)	2
Disturbance calls	2
Miscellaneous police services	1
Back-up calls	1

**Configuration of Beats**

Next, the weighted workload total for all reporting areas on each shift was determined. This total was divided by the previously calculated number of patrol beats to obtain the optimum weighted workload total on each shift. The weighted workload for each reporting area was combined into a larger area, or beat, by adding together the reporting area workload totals until the proper average workload figure was reached. The boundaries of the beats were established along high-hazard streets and main thoroughfares to increase police coverage.

The Cheyenne Police Department has in its possession a City map which reflects the reporting areas. The department should use this map to depict beat configurations. The number of beats and reporting areas for each shift are shown in Table 3.1. Beat configurations are depicted on map overlays provided to department.

TABLE 3.1  
PROPOSED BEAT CONFIGURATIONS  
CHEYENNE POLICE DEPARTMENT

Shift 1 (2400 hrs - 0800 hrs)

<u>Beat Number</u>	<u>Reporting Areas</u>
1	1-10, 28-36, 50, 73-74, 82
2	11, 15-18, 76, 83
3	19
4	12-14, 39-40
5	42-43, 72
6	20-23, 27
7	24-26, 44-48, 61, 71, 77-79
8	37-38, 41, 54-55, 57-58, 60
9	49, 51-53, 56, 59, 62-70, 75, 80-81

Shift 2 (0800 hrs - 1600 hrs)

<u>Beat Number</u>	<u>Reporting Areas</u>
1	1-8, 28-33, 35, 50, 73-74, 82
2	9-10, 12, 39
3	11, 13, 15-18, 83
4	14, 19
5	21-26, 76-77
6	20, 27, 44-48, 78
7	42-43, 72
8	37-38, 40-41, 54-55
9	56-61, 67-71, 79-80
10	34, 36, 49, 51-53, 62-66, 75, 81

Shift 3 (1600 hrs - 2400 hrs)

<u>Beat Number</u>	<u>Reporting Areas</u>
1	34, 36, 49-52, 82
2	53, 62-66, 75, 81
3	60-61, 67-71, 79-80
4	54-56, 58-59
5	38, 41, 57
6	37, 40, 43, 72
7	42
8	10, 39
9	9, 11-12, 83
10	13-14
11	15-18
12	19
13	20, 27, 44-48, 78
14	21-26, 76-77
15	1-8, 35, 73, 28-33, 74

### Type of Patrol Assignments

One- and Two-Officer Cars. The department uses one-officer patrol cars. After analyzing the manpower data, we recommend that one-officer cars continue to be used. However, if the community grows, conditions may change which could result in a variation in the workload, its distribution, and the days of greatest activity. Additionally, new high-hazard crime areas may be identified.

If conditions develop resulting in areas where a predominant number of calls require backup officers and large numbers of arrests are effected---especially for more serious and assault-type crimes---two-officer cars should be considered. Two-officer cars should be assigned only where the workload requires such patrol, and determination for this need should be reevaluated periodically as additional data becomes available.

Umbrella Patrol Units. These units provide wide-ranging patrol activity throughout a specific number of beats. They should serve as "backup" or "cover" units for regular beat patrol units on cases of a serious nature such as felonies in progress, disturbances and fights, domestic disputes, and for any incident which poses an immediate or imminent danger to citizens and/or the responding officers.

Umbrella units should perform preventive patrol, traffic enforcement, and selective enforcement activities. The umbrella unit should fill in for beat patrols by responding to requests for police service when regularly assigned patrol units are out of service. No umbrella units have been recommended in this report; however, the Operations Division commander should retain the prerogative of assigning such units as a means of providing command flexibility.



### Determining the Assignment/Availability Factor

Once the number of beats and number of support units have been determined, it is possible to ascertain with accuracy the number of officers to be assigned. The basic number of man-hours per year is 2,920 hours, arrived at by multiplying eight hours, the normal shift length, by 365 days. From this total we subtract the number of hours an officer is unavailable for duty because of days off, vacation, sick leave, training, and the like. The remainder is the number of hours the officer is available to perform patrol duties. The factors that detract from patrol time in the Cheyenne Police Department are as follows:

Total potential man-hours		2,920 hours
Less:	<u>Per Officer</u>	
Days Off	792	
Annual Leave	92	
Sick Leave	36	
Light Duty	17	
Compensatory Leave	106	
Training	84	
Holiday	14	
Special Assignment	1	
Military Leave	17	
Workman's Compensation	0	
	<u>1,159</u>	
Actual man-hours available:		1,761 hours

When we total the number of man-hours lost as a result of the above factors (1,159) and subtract that from the basic police man-year (2,920), the result (1,761) is the number of hours per year that each is available to work---that is, the average number of hours of annual patrol service that each officer can provide.

The ratio of 1,761 to 2,920 is the same as 1 to 1.66. Therefore, for every position to be covered, 1.66 officers must be assigned. This ratio of 1 to 1.66 is designated the assignment/availability factor.

### Staffing of Shifts

The number of officers to be assigned to each shift now can be determined as follows:

<u>Type of Unit</u>	<u>Recommended Number of Units</u>	<u>Required Number of Officers</u>	<u>Assignment/ Availability Factor</u>	<u>Assigned Number of Officers</u>
<u>Shift 1</u> <u>(2400-0800 hrs)</u>				
One-officer patrol vehicle	9	9	x 1.66	= 15
<u>Shift 2</u> <u>(0800-1600 hrs)</u>				
One-officer patrol vehicle	10	10	x 1.66	= 17
<u>Shift 3</u> <u>(1600-2400 hrs)</u>				
One-officer patrol vehicle	16	16	x 1.66	= 27

Total for three shifts = 59

### Gross Manpower Requirements

A comparison of the overall manpower presently authorized for the Cheyenne Police Department with the proposed personnel allocation is shown in Table 3.2. The recommended allocation represents an increase of nine civilians and an increase of 24 sworn personnel.

TABLE 3.2

COMPARISON OF CURRENTLY AUTHORIZED AND  
PROPOSED PERSONNEL ALLOCATION  
CHEYENNE POLICE DEPARTMENT

<u>CATEGORY</u>	<u>TOTAL</u>	<u>NUMBER</u> <u>DIFFERENCE</u>	<u>PERCENT</u> <u>DIFFERENCE</u>
• <u>SWORN PERSONNEL</u>			
Currently Authorized:	83		
Proposed Authorization:	107	+24	+28.9
• <u>CIVILIAN PERSONNEL</u>			
Currently Authorized:	22		
Proposed Authorization:	31	+ 9	+40.9
• <u>ALL (SWORN &amp; CIVILIAN) PERSONNEL</u>			
Currently Authorized:	105		
Proposed Authorization:	138	+33	+31.4

The recommended allocation of manpower for the entire department is shown in Table 3.3. This distribution cannot be initiated immediately upon implementation of the proposed organizational structure or any of the recommendations; however, the City should take steps as soon as possible to authorize and recruit the proposed additional personnel.

Alternative Manpower Considerations

The primary goal of police agencies is to provide the best service at the lowest cost. Hiring additional personnel improves service but costs

TABLE 3.3

PROPOSED PERSONNEL DISTRIBUTION  
CHEYENNE POLICE DEPARTMENT

	SWORN						CIVILIAN											
	CHIEF	CAPTAIN	LIEUTENANT	SERGEANT	POLICE OFFICER (Investigator)	POLICE OFFICER	TOTAL	MANAGER	SUPERVISOR	COMPUTER PROGRAMMER	SECRETARY	CLERK-TYPIST	EVIDENCE TECHNICIAN	POLICE SERVICE TECHNICIAN	SENIOR DISPATCHER	DISPATCHER	TOTAL	GRAND TOTAL
CHIEF OF POLICE	1						1				1						1	2
Administrative Section			1			2	3					1 <sup>b</sup>					1	4
Inspectional Services Section			1				1										0	1
OPERATIONS DIVISION		1					1				1 <sup>c</sup>						1	2
Patrol Shift 1			1	3		15	19									0	19	
Patrol Shift 2			1	3		17	21									0	21	
Patrol Shift 3			1	4		27	32									0	32	
Special Operations Section			1				1									0	1	
Tactical Unit				1		4	5									0	5	
Traffic Unit				1			1									0	1	
Criminal Investigation Section			1				1				1	1				2	3	
Crimes Against Persons Unit				1	3		4									0	4	
Crimes Against Property Unit				1	5 <sup>a</sup>		6									0	6	
Vice Enforcement Unit				1	4		5									0	5	
Youth Unit				1	2		3									0	3	
SERVICES DIVISION		1					1				1 <sup>d</sup>					1	2	
Personnel and Training Section			1				1									0	1	
Property Management Section			1				1						2	1		3	4	
Automated Data Processing Section							0			2						2	2	
Records & Communications Section							0									1	1	
Records Unit							0		1			5				6	6	
Communications Unit							0											
TOTALS	1	2	7	18	14	65	107	1	1	2	4	7	2	1	1	12	31	138

<sup>a</sup> - Includes two rotating patrol officer investigators

money: utilizing manpower more efficiently does not.<sup>2</sup>

There are certain manpower alternatives which may be employed to reduce the cost of operating a police agency without impacting adversely on the effective delivery of police services. An explanation is presented in the Appendix.

#### Recommendations

1. Adopt the shift hours of: Shift 1 (2400-0800), Shift 2 (0800-1600), and Shift 3 (1600-2400).
2. Schedule days off on low workload days.
3. Establish the following number of beats on each shift: Shift 1 - nine beats, Shift 2 - ten beats, Shift 3 - sixteen beats.
4. Adopt the beat configurations shown in Table 3.1 and depicted on map overlays provided to the department.
5. Adopt the proposed personnel distribution as shown in Table 3.3.

## FOOTNOTES

<sup>1</sup>Lieutenant modifies own shifts to allow time to work with all patrol shifts each week.

<sup>2</sup>National Advisory Commission on Criminal Justice Standards and Goals, Report on Police (Washington, D.C.: U.S. Government Printing Office, 1973), p. 192.

## IV

## ADMINISTRATION AND MANAGEMENT

In this chapter, the characteristics and problems of police agency management and the general administrative functions for which the chief of police is responsible are discussed. The police chief executive should have a sound knowledge of the general principles of organization and management, and of the ways in which these are applied in the day-to-day administration of the agency. Additionally, since the chief cannot be omnipresent, senior staff also should be knowledgeable in the techniques and practices of sound management. It is readily apparent that although planning, directing, controlling, and supervising the activities of personnel are the chief's responsibilities, all of these functions cannot be accomplished personally. Therefore, the chief should delegate some of these functions to staff and command officers. It becomes clear that although responsibility for attaining the goals and objectives rests with the chief of police, the actual accomplishment of these ends is a process in which the chief and subordinate officers participate as a team.

Police agency management is the process of organizing and using existing resources, both personnel and material, to accomplish desirable results. In a democratic society, the primary police objectives are:

- To ensure the personal safety of all persons.
- To protect property, whether public or private.
- To maintain order and to preserve the public peace.
- To prevent crime and delinquency to the maximum extent possible.
- To protect an individual's civil and constitutional rights.

It must be recognized that attainment of these objectives cannot be achieved by the police alone. Our society has provided a system of law through which the health, safety, and well-being of citizens may be protected. The police work within this system by enforcing the law in constitutionally-guaranteed ways. In addition, circumstances have required the police to undertake numerous other activities which, at best, are only peripherally related to the law.

During the past several decades, as the problems of contemporary society have multiplied, the task of providing effective and humanistic police service has increased in complexity. Traditionally, police officials have responded rather slowly to the need for change. Police administrators have been concerned primarily with line operations and have focused their attention on patrol, traffic control, and crime investigation. Little attention has been paid to important management and administrative functions which are necessary to support such operations. The important functional areas of planning, programming, budgeting, police-community relations, management systems, and new technology have not been fully recognized as necessary to the success of a police agency.

It is self-evident that police operations are important. No police agency can meet its objectives unless its operations are soundly conceived, appropriately implemented, and properly evaluated for their



effectiveness. Operations can only be effectively implemented if all available resources are adequately organized, properly directed, and effectively controlled. Effective operations, therefore, are a direct product of management. The use of advanced technology and increased manpower will not, in and of itself, prove to be a panacea in the prevention of crime and delinquency, or in the investigation and solution of crime. Resources should be managed properly if technology and manpower are to be maximally productive.

Progressive and thoughtful police executives now realize that the need for effective police management far exceeds the need for either technology or police manpower alone.

#### Section 1 - Planning

Planning is the process of developing and selecting the best possible course of action in order to accomplish any given police objective. Planning is the basis for both police administration and operations. Without it, the objectives of police agencies cannot be achieved effectively. One of the most critical deficiencies in police agency management today is the lack of formal planning, particularly in the development of long-range administrative plans and programs. Many police chiefs attempt to administer their departments without adequate planning. Instead, they rely on operating personnel to deal with situations as they arise. The condition exists to some extent in the Cheyenne Police Department. This situation primarily is due to the lack of a planning unit dedicated to the planning process. The current activities which constitute planning for departmental operations are fragmented and uncoordinated.

Currently, planning functions are performed by a number of individuals in the Cheyenne Police Department. For example, the lieutenant assigned to staff inspections is designated as a planning coordinator,

and deals with numerous planning functions, including budget coordination, preparation and control of the department's written directives system, new forms design, and other research and development projects as assigned. In addition to these planning responsibilities, the lieutenant also functions as the staff inspector, internal affairs investigator, and the department's personnel officer.

Other planning tasks have been assigned to the captain commanding the Services Division. For example, the one-to-one car plan was developed by the Services Division captain who is presently the department's representative in planning for the new law enforcement facility. Additionally, the captain plans and prepares the department's annual report.

Planning and coordination of the City's emergency management plan is assigned to the Patrol Division lieutenant, who works closely with the Laramie County Civil Defense Agency.

Police agencies are confronted with the continuing need to cope with social and economic change. Additionally, there is a constant flow of new legislative requirements, legal interpretations, and administrative decisions which concern departmental operations and require policy statements from the chief of police describing how these changes will affect current procedures. Changes in procedures also require the chief to redefine the objectives and goals of the agency. This can be realized only through a comprehensive planning process. If it is to be accomplished successfully in the Cheyenne Police Department, the chief will require a small staff to perform and control planning functions and undertake other administrative responsibilities.

Although commanders are obligated to perform some planning duties in addition to their primary responsibilities of directing and controlling their divisions, they should be provided with guidance and assistance.

For this reason, an Administrative Section should be created. This section should be responsible for the overall planning function of the department and assist other organizational entity commanders with their planning responsibilities. Organizationally, the Administrative Section should report to the chief of police. Police personnel assigned to the Administrative Section should evidence an affinity for general managerial-type duties and have attended courses dealing with management and administration. It is imperative that planning personnel have the capability and know-how to view all sides of a problem in order to arrive at the most logical solution. Personnel assigned to the planning function should have the full support of the chief of police at all times.

#### Planning Responsibilities

The proposed Administrative Section should improve significantly the planning capability of the Cheyenne Police Department. To do this, however, members of the section should have specific direction and a clear understanding of their responsibilities and duties. The chief should consider assigning the following planning responsibilities to the section commander, and should do so through the publication of a general order:

- Department-wide staff supervision, in the name of the chief, over all planning activities.
- Review, analysis, and improvement of existing systems, procedure, and methods.
- Operations analysis including crime analysis, crime prediction, and manpower deployment.

- Long-range planning and research activities for the purpose of designing new systems and developing new policies, procedures, and methods.
- Fiscal liaison with the Department of Accounting, in order to coordinate long-range fiscal planning to support future police programs.
- Demographic studies and research designed to match future police service to developing community needs in Cheyenne.
- Periodic review of all departmental plans, including operational plans, to insure that they conform to stated policy.
- Assistance to division commanders in the preparation and improvement of operating procedures.
- Planning for the future implementation of data processing services and programs.
- Planning for emergency management in the event of a natural disaster or civil disorder.

The foregoing list is illustrative only of the responsibilities the chief should vest in the Administrative Section. As other planning needs develop, these, too, should be directed to the Administrative Section for research and development. Other areas over which this section should exercise control are mentioned in Chapter II, "Organization."

### Planning Methodology

A well-developed planning process assists in the identification, isolation, study, and selection of the best possible course of action or acceptable alternatives needed to attain particular police management and operational objectives. In their text, Principles of Management, Koontz and O'Donnell cite four fundamental reasons for the development of an effective planning process in any organization. These are as follows:

1. To focus attention on objectives.
2. To offset uncertainty and change.
3. To promote efficient and economic operations.
4. To facilitate control.<sup>1</sup>

Planning and research efforts, by whomever performed, should conform to the concept of "completed staff work." This concept has been defined as the study of a specific problem and the presentation of a solution in such form that the chief of police need only to review and approve or disapprove the proposed plan of action. The principal idea of this concept of planning is to avoid the presentation of an incomplete plan which would consume valuable time on the part of the chief and the command staff. Briefly, completed staff work consists of the following steps:

1. Concise statement of the problem
2. Itemized summary of findings
3. Necessary assumptions for a logical discussion of the problem

4. Presentation of facts bearing on the problem
5. Careful analysis of the essential facts and assumptions
6. Formation of conclusions derived from a reasoned judgment of effects and implications of the interrelated essential facts and assumptions
7. Concurrences for the conclusions reached and the plan of action recommended
8. Final recommendation to the chief of the proposed action
9. Appendices for descriptive material not essential to the central discussion, but explanatory or exemplary of the discussion
10. Disposition and final action by the chief, i.e., approved, disapproved, or approved with exception(s)
- 11 Preparation of draft documents to facilitate implementation.

The functioning of the planning process should not be limited to the development of plans to cope with new or existing problems. It has been found that the systematic analysis of existing procedures is a valuable technique in maintaining efficiency and effectiveness. It follows that the investment of time in the planning process can produce substantial savings in police manpower and money, and can result in better service to the public.

Another continuing and proper function of the planning process should be to take each procedure and operation of the department and periodically expose it to the test of efficiency. The following questions should be applied to each existing procedure or operation in the process:

- What is accomplished by the procedure or operation?
- Would the department's overall operation be materially impaired if the process or procedure were eliminated entirely? Can the process or procedure be done better, more efficiently, and more effectively by some other person or unit?
- Has some other agency found a better way of performing this process or operation?
- If the procedure or operation is continued unmodified, is the result worth the cost?

Planning requires a calculated appraisal of department goals and objectives, and the capability of the agency to achieve its appointed purposes. It involves a particular kind of competence and an enthusiasm for confronting difficulties and resolving issues with available resources. More emphasis on planning will enable the department to respond appropriately to current and future challenges, maintain public confidence in the police department, and increase employee respect for management with a concomitant raising of morale.

#### Recommendations

1. Increase managerial emphasis on the importance of planning.

2. Assign planning responsibilities listed in the text to the commander of the Administrative Section.
3. Adopt the concept of completed staff work on planning projects for all those engaged in planning activities.
4. Commence research and planning action on specific projects, such as those identified in the text.
5. Emphasize long-range planning concepts and programs in departmental affairs.
6. Periodically expose each process, procedure, and operation within the department to the test of efficiency.

#### Section 2 - Policy

In terms of management, policy may be defined as a course of action adopted and pursued to further agency goals in acceptable ways. Policy statements establish the general mode of institutional behavior and the direction in which it will progress. Policy encourages uniform operational action consistent with the desires of management. Certainly, one of the most important responsibilities of the chief executive of a police agency is the determination and formulation of policy. In this regard, it is the responsibility of the chief police executive---not the individual officers of the agency---to determine appropriate police response to foreseeable events.

One analysis of the need for police policy is contained in a report by The President's Commission on Law Enforcement and Administration of Justice.<sup>2</sup> The analysis suggests a number of areas that can and should be dealt with carefully and systematically by police agencies. Some areas discussed in that report, in which clear-cut management policy would be useful in police operations, include but are not limited to:



- The decision to use or not to use certain methods of detection or investigation, such as surveillance, field interrogation, or searches.
- The settling of minor disputes by the use of various formal or informal procedures.
- The effort to keep public order by breaking up crowds by ordering people to keep moving.
- The effort to protect the right of free expression for individuals or groups who wish to express views unpopular with the majority.
- The decision whether to make an arrest in given circumstances.
- The decision to release on bail some persons who have been arrested.

In addition, the report mentions the following areas in which police agencies frequently publish written policy:

- Internal handling of complaints
- Traffic enforcement tolerances
- Disposition of juvenile offenders
- Proper acceptance and recording of police reports
- Conditions under which nonpolice personnel may be transported in police vehicles
- Replacement of uniforms damaged in line of duty
- Inspection of premises constituting police hazards

The listing is, of course, illustrative only and certainly not exhaustive. Important policy areas must be defined and resolutions made at the local level.

Policy formulation is an important managerial responsibility and policy statements should reflect the following:

- The use of a policy should help in achieving the objective, and a policy should be built from facts, not personal reflections or opportunistic decisions.
- A policy should permit interpretation; it should not prescribe detailed procedure.
- The formulator's thoughts and ideas of the content of the policy should be conditioned by the suggestions and reactions of those who will be affected by the policy.
- Wherever necessary to cover anticipated conditions, policies should be established, but care must be exercised to avoid having policies that are seldom, if ever, used.
- Every policy should be expressed in definite and precise wording that is fully understood by every member of the enterprise.
- All policies must conform to external factors such as laws and measures in the public interest.<sup>3</sup>

The Cheyenne Police Department has published numerous written directives which, in some instances, contain policy statements. However, in other instances, statements of policy are obscure and

intertwined in procedural material. Thus, for the most part, the policy directives of the department are inadequate in scope and content because the department's policy on many important issues is not stated in definite and precise wording.

Policy statements for the Cheyenne Police Department should be clearly enunciated in written format and should provide the framework for the development of procedures and rules.

Formulation of policy ranges in difficulty from the relatively easy to the very difficult. Some policies, such as the decision to investigate thoroughly and competently all complaints against police officers, are of course, easy to establish and enunciate. Others, such as when and under what circumstances police officers will be permitted to use deadly force, are much more complicated and thus more difficult to establish. Many problems requiring management policy statements involve complex legal, social, political, professional, and economic issues. Each factor in a given policy should be considered by itself as well as in light of its relationship with other conditions bearing on the situation.

The chief of police should convene a number of committee meetings for the purpose of identifying areas in which policy currently exists or should exist. Committees should include the supervisors and representatives of the members of the department. Once policy areas are defined, the chief may assign the task of writing the proposed policy statement to individuals who have the appropriate skills and resources. Once the draft of a policy has been written and before it is submitted to the chief, it should be staffed by and coordinated with the divisions concerned. When the chief is satisfied that the draft policy statement represents a correct expression of the point of view of the administration, the policy statement should be finalized and

published in the form of an administrative order and circulated to all members of the department. Staff control of this developmental staffing process should be vested in the Administrative Section to insure an orderly progression toward the accomplishment of the task. It is better to undertake study and preparation of a limited number of policy statements with publication on a regular basis than to undertake any large-scale approach which is destined to fail because of a lack of resources.

One of the major advantages gained by using the techniques of policy development described above is that it gives departmental employees a personal investment in the published policy. Following such a procedure will lead to easier and greater acceptance of the contents of policy statements. In any event, the success or failure of a given policy will depend upon employee acceptance, and management should make every effort to insure such approval.

#### Recommendations

1. Identify those areas in which members of the department require the assistance, advice, and guidance of management in order to provide services more effectively and uniformly.
2. Analyze problems, research solutions, and issue formal written policy guidelines in the form of administrative orders to aid department members in making decisions.
3. Include supervisors and other members of the department in the policy development process by including them in committee and staff meetings in which new policies are developed and old policies are revised or eliminated.

4. Familiarize supervisors with the reason for departmental policies and require them to support the policies in their supervisory activities.

### Section 3 - Direction

One of the basic tasks of management is to insure that available resources are applied in the performance of police functions and the attainment of police agency objectives. Although the Cheyenne Police Department is not large, the activities of its employees should be directed and coordinated if the department is to fulfill its responsibilities properly. The application of personnel resources to police tasks is accomplished by the exercise of direction.

Direction is the process of guiding or regulating personnel and resources of a police department. Although direction involves all available police resources, it is concerned primarily with interpersonal relationships which are vitally affected by motivation, leadership, and communication. In most police agencies, direction is accomplished by the issuance of written directives, instructions arising out of day-to-day contacts between supervisors and subordinates, and periodic staff conferences.

Direction is a function of leadership and one of several ways in which leadership is manifested. For the most part, direction is a physical activity associated with the giving of orders or instructions. These directions, among other things, establish the tasks for which subordinates are specifically responsible, the manner in which tasks are assigned to be performed, and the results which employees are expected to achieve.

Directions and instructions may be given through the use of either written or verbal communications. In any case, directions and instructions should be so clear that the intent of the director is fully comprehended by the person or persons who must perform the task or tasks assigned. This presupposes that the person responsible for providing direction has carefully thought through the problem at hand and is prepared to issue logical and purposeful orders to cope with the situation in question. In essence, it is reasonable to expect that the leader has planned the course of action proposed to be undertaken.

The managerial responsibility of directing the efforts of an organization can always be improved. The management staff of the Cheyenne Police Department is cognizant of this important responsibility and has taken steps to insure that many elements of direction are part of the administrative process. For example, organizational commanders are required to establish goals for their organizational entity. These goals are consolidated into departmental goals. Additionally, leadership and supervision in the Cheyenne Police Department is viewed as a critical component of direction by insuring that the promotional process is fair and equitable, and that promoted supervisors and commanders receive appropriate training to assume their new duties as well as continuing training to expand their expertise.

### Leadership

Leadership is probably the most important single factor bearing on the success or failure of a police agency to obtain its objectives. Observations of successful police agencies disclose that strong executives have been the driving force in developing innovative police procedures and raising the level of police performance. Conversely, when failure is readily apparent, the cause usually can be attributed

to poor leadership and a failure to perform successfully the tasks identified with agency management.

There are a variety of leadership styles. However, observations of a number of successful leaders suggest that the following qualities generally are to be found among such persons:

- The leader generally is more knowledgeable than the average of followers; however, is careful to be readily understood by those with whom they work.
- The leader is a well-rounded individual who has interests, aptitudes, and knowledge in a variety of fields.
- The leader has an above-average ability to communicate, and speaks and writes simply, coherently, and persuasively.
- The leader is mentally and emotionally mature and stable.
- The leader often has a powerful inner drive or motivation which impels one to strive for accomplishment.
- The leader is actively aware of the importance of a cooperative effort in getting things done; therefore, understands and practices the so-called social skills very effectively.
- The leader relies on management and administrative skills to a much greater extent than on any of the technical skills which may be associated directly with work.

- The leader does things first, takes initiative, and sets examples so that others may follow.
- The police leader has integrity. Moral standards enable the leader to resist the temptations to which all police officers are subjected.

As previously stated, leadership in the Cheyenne Police Department is an important administrative concern. The IACP believes that the existing high level of leadership and command can be improved further through clearly enunciated leadership standards and expectations. Presently, supervisors and commanders manage and administer as they see fit, in accordance with their own management style. This creates a perception of inconsistency with regard to discipline, work expectations, and police mission priorities.

The quality of leadership that is desired and expected from each command and supervisory officer in the department should be made known. Thereafter, through the performance evaluation procedure, the chief should measure each command and supervisory officer against the standards which have been promulgated. In this regard, the chief should continue to provide adequate and continuing command and supervisory training for all officers assigned to leadership positions.

When the chief recognizes a breakdown in leadership, the cause should be determined immediately. The commander or supervisor who is failing as a leader should be counseled and the source of trouble identified. If further training is indicated, it should be undertaken at once. If the leadership weakness persists after administrative efforts for improvement have been made, the officer concerned should be demoted. In no case should the status quo be maintained simply because administrative procedures for improvement are tedious or difficult.



In Cheyenne, it is essential that the administration of the department continues to maintain personnel practices which do not support mediocrity, or technical or interpersonal incompetency. Failure to take administrative action against marginal employees will have serious impact on the agency. This is especially damaging when persons in leadership positions are involved.

### Supervision

Supervision is the art of personally motivating and directing the energies and abilities of subordinates toward the accomplishment of those goals which management has established. Successful supervision in the police service depends, to a great extent, upon the supervisor's knowledge of police science, police administration, the principles of leadership, and upon a thorough understanding of the nature of interpersonal relations. The police supervisor should not actually perform police work except in certain circumstances---to demonstrate proper methods, during work overloads, during complex cases, or during emergencies. The supervisor should direct and supervise subordinate officers to get each police task accomplished. Observance of this relationship provides the supervisor with the opportunity to perform two important supervisory tasks. First, the supervisor can carefully evaluate the performance of the subordinate or subordinates in question. Since the supervisor is not involved personally in the accomplishment of the work, there is time and opportunity to observe subordinates in action. On the basis of such observation, the supervisor can make critical assessments of the effectiveness of those employees being supervised. Second, the correct relationship between supervisors and subordinates enables the supervisor to train subordinates in areas where their work is manifestly deficient. Each event in which a supervisor establishes contact with a subordinate and observes performance provides an opportunity for the supervisor to

train the subordinate. On occasion, it will be necessary for a supervisor to undertake some task by way of demonstration. This is perfectly proper if it is understood by both the supervisor and the subordinate that a learning situation only is being experienced. If the supervisor persists in performing the work, subordinates will have fewer opportunities to learn and to perfect their police techniques.

Although it is not the purpose of this report to provide instructions on the art of supervision, it is necessary to point out several areas of supervisory responsibility which, when improved, will substantially upgrade the performance of the Cheyenne Police Department. First, supervisors at all levels in the department should anticipate problems. In the Cheyenne Police Department, some supervisors approach problems in a reactive manner. This is to say that supervisors do not confront problems directly, but rather undertake action only when problems are called to their attention. Further, supervisors should have an acute awareness of their responsibilities as instructors. A review of preliminary investigation reports prepared by patrol officers indicates that there are many opportunities for supervisors to train their subordinates in crime investigation and report transmitting techniques. It should be borne in mind that one of the responsibilities of a supervisor is to develop a feeling of cooperation among the members of a unit. Each supervisor has the obligation to build confidence and goodwill on the part of subordinates. Probably more than any other individual in the department, a first-line supervisor is responsible for maintaining a high level of morale.

It is incumbent upon any law enforcement chief executive to define the roles, responsibilities, and duties of all command and supervisory officers, and then to hold them accountable for meeting management's expectations. This has not been addressed adequately in the Cheyenne Police Department. It is also the chief's responsibility to continue

providing these individuals the training necessary for them to understand and respond correctly in all situations. We believe that if the Cheyenne Police Department adopts the programs discussed in this text, direction, leadership, and supervision will be improved greatly.

#### Internal Communications

In every police department careful attention must be given to problems of interpersonal communications. The quality, timeliness, and accuracy of communications is of vital concern to both police managers and police officers. Communications research has led to the articulation of several principles which may be summarized as follows:

- Communication---both oral and written--is the lifeblood of an institution. It is the means through which police officers work and cooperate with one another in the attainment of specific goals and objectives.
- Communication involves receiving and understanding, as well as telling. Words, ideas, or proposals do not always mean the same thing to the transmitter and the receiver. A breakdown in understanding can occur because the communicator does not consider the recipient's viewpoint.
- Normally, the more care taken to explain the reasons for action, the less communications difficulty there will be.

- Communication is a two-way process. Police officers should know the goals of the department, why the chief is proceeding in a particular way, and what changes are being considered that directly affect them. Command and supervisory officers should know what police officers are thinking and feeling, and what ideas they have for the improvement of police service in Cheyenne.

There is room for improvement in intradepartmental communications in the Cheyenne Police Department. It is evident that there are difficulties in communication between management and the various departmental divisions, as well as between supervisor and subordinate.

The Cheyenne Police Department is aware of this condition. In the 1984 scheduled Staff Inspections Report, the staff inspector noted the need to improve the transfer of information from the Detective function to the Patrol function. The inspections report also pointed out that communication was inadequate between squads and shifts within the Patrol function. Additionally, there are instances when memos or orders from management are not distributed to all affected employees.

In all candor, however, it should be recognized that the areas of difficulty in intradepartmental communications are not unique to the Cheyenne Police Department. Over the years, procedures followed by many police departments have fostered poor internal communications. For example, it has been held that the "chain of command" provided the only channel of communications needed in departmental management and operations. Additionally, many organizational entities provide information only on a "need-to-know" basis or when critical to their own operations. Only recently have benefits of more open interpersonal communications become apparent to police executives. It would be to

the advantage of the management of the Cheyenne Police Department to develop and foster communications of this type. One major step toward closing the communication gap in the Cheyenne Police Department is use of the Daily Bulletin. This process should be continued and other methods of information exchange should be developed.

#### Written Directives

Written directives should be used in preference to oral direction, whenever feasible, because written material has the quality of permanence and the wording remains unchanged. Written directives are less subject to misinterpretation since they can be disseminated to personnel throughout the department, divisions, or units as the case may be. When properly controlled, written directives constitute virtually unassailable evidence of the assignment of duties and responsibilities---a factor of considerable importance in light of today's legalistically-oriented disciplinary procedures. Written directives also can be used at the intermediate level of supervision as reference material during the training of subordinates.

The written directives system in the Cheyenne Police Department is a priority issue which has received attention for some time. The system consists of a Police Officers Manual and general orders and memoranda. The general orders are based on the IACP written directives model and established by departmental order 0-13/84 which defines the types of written directives, and establishes the issuing authorities, distribution, preparation, indexing and format, and methods of review and cancellations.

The written directives system has undergone extensive revision and update using the standards promulgated by the Commission on Accreditation for Law Enforcement Agencies as a guideline for directive

subject matter. The written directives have been put on word processing, and it was anticipated that the new directives system be published and distributed to personnel early in 1985.

The IACP commends the Cheyenne Police Department for its efforts and urges the department to continue the practice of providing employees with comprehensive and responsive written directives.

#### Staff Meetings

In the Cheyenne Police Department, staff meetings among organizational entity commanders or among the various commanders and the chief of police are not a predictable part of the management process. Rather, staff meetings are called when deemed necessary by the chief of police.

When such meetings are conducted, they are informal. The meetings are not recorded in the form of minutes, although an agenda may be followed. Although these sporadic staff meetings may assist in solving immediate problems or concerns, such irregular and informal meetings do not minimize intradepartmental communications problems.

The importance of staff meetings as an administrative tool cannot be overemphasized. These conferences provide a most effective means for management to use more effectively the talents of members of the department. Staff meetings enable the administration to appraise new and old policies and procedures. They make it possible for the staff to comment upon the effectiveness of the institution, to assess operations generally, and to discuss and resolve particular problems. Active participation in staff conferences permits subordinates to question policy proposals, and allows them to express ideas which will contribute to the overall progress of their agency. Additionally, one of the most important reasons for conducting staff meetings is that when subordinates are allowed to speak freely they are prone to derive

a sense of satisfaction and accomplishment. They will begin to identify with the overall aims and objectives of the administration, and often the result is an acceptance and endorsement of management plans.

It is important to provide the opportunity for personnel at all levels to air complaints and to propose new or modified policies, procedures, equipment, training, and working conditions. The senior staff, sergeants, and members of the department should be given the opportunity to comment upon the administration and operations, generally or specifically, and to demonstrate their interest and concern for the further professionalization of the department.

The most successful staff meetings are those which are scheduled regularly and which follow a prepared agenda. Written minutes should be kept of each meeting. The minutes of the previous staff meeting should be reviewed as a regular matter of business. The reading of these minutes is most important because this practice automatically reviews matters previously discussed and, consequently, what actions have or have not been taken between meetings.

Ordinarily, staff meetings are considered to be an activity involving senior officers of the department. However, staff meetings should be held at all levels in a police agency. For example, in the Cheyenne Police Department, regular staff meetings should be scheduled for sergeants and civilian supervisors. Other meetings should be scheduled to include all members of the department. Periodically, the chief of police should address all members of the department concerning new developments, current programs, and other issues and problems which face the organization. Roll calls or specially arranged meetings are appropriate for discussions of this type.

Recommendations

1. Issue a positive statement regarding the quality of leadership expected from responsible subordinates.
2. Continue to provide training in leadership and supervisory techniques to all command and supervisory officers.
3. Continue a scheduled, periodic evaluation program for all officers assigned to command and supervisory positions, to measure their leadership performance.
4. Initiate appropriate and immediate administrative action at the first indication of a weakening leadership capability on the part of any commander or supervisor.
5. Define the roles, responsibilities, and duties of departmental supervisors.
6. Encourage supervisors to anticipate problems and to undertake preventive action.
7. Stress the training role inherent in the position of supervisor.
8. Emphasize the relationship of supervisors to the development and maintenance of a high level of morale and esprit de corps.
9. Provide all members of the Cheyenne Police Department with training in the advantages and techniques of open interpersonal communication.
10. Promulgate management policy with regard to the value and purpose of good intradepartmental communications.



11. Institute controls for the issuance and maintenance of written directives and assign this responsibility to the Administrative Section.
12. Continue to formulate written directives on issues critical to the operation and management of the department.
13. Maintain a current index of all written directives.
14. Conduct monthly staff meetings with captains and lieutenants.
15. Include sergeants in quarterly staff meetings with captains and lieutenants.
16. Schedule staff meetings on a routine basis for all sergeants of the department.
17. Schedule a meeting with all members of the department at least once a year.
18. Prepare an agenda for each staff meeting and keep minutes.

#### Section 4 - Management Controls

No competent administrator believes that results are achieved by the simple issuance of orders or directives to the effect that some given goal is to be achieved, plan is to be implemented, or task is to be undertaken. It is unrealistic to expect that results will automatically follow simply because management desires a particular end and orders its accomplishment. If management desires that a particular end be obtained or that a given procedure be implemented in a specific way, it is necessary to go beyond the mere giving of directions. Management should become involved in the process known as control.

Control is a means of determining that the behavior of subordinates and the courses of action undertaken by them are responsive to the wishes and dictates of management. Control is the process of determining how closely policies, administrative procedures, and operations correspond to the intent and instructions of management. The concept of control applies to a circular activity, the term for which is "cybernetics." In this process, simply stated, the first step is determining what is to be done. The second step is giving directions designed to produce the desired result. The third step is monitoring operations with the specific intent of identifying undesirable deviations. If the operation is proceeding as planned, there is no cause for alarm. However, if the monitoring process discloses deviations or side effects, management should be informed immediately. The fourth step is correcting the deviation or defect, or undertaking some other course of action designed to insure continuing success. In this cycle, the monitoring phase is essential to the success of the operation.

It is important to make the distinction between the terms "to control" and "to monitor." The term "to monitor" suggests a number of physical activities such as observing, inspecting, testing, and reviewing. These activities may be undertaken by any competent person to whom they are assigned. The term "to control" is a management activity, since it includes the curbing or restraining of certain activities, redirection of effort, and, as appropriate, retraining or applying discipline to personnel involved. It should be recognized that these are managerial responsibilities of the highest order.

A key function in the application of control is the monitoring process, which, in police management, is often identified with inspections. The inspection process is designed to observe, analyze, and evaluate a police agency's use of human and material resources in the accomplishment of its mission. Essentially, the inspection process is

concerned with examining administrative and operational procedures. The process involves critical, in-depth examinations in which defects and flaws are uncovered and fully recorded.

There are two types of inspections in the police service: line inspections and staff inspections. Line inspections are performed routinely by supervisors in the regular course of their activities, such as the daily observance of the appearance and performance of each of their subordinates. Inspections are supported by established line and command authority. Staff inspections are concerned with the administration and operations of the entire police agency and are performed by staff personnel, in the name of the chief. Staff inspections are concerned with the manner in which personnel and material resources are used in achieving the goals of the agency, and the manner in which personnel perform their respective tasks.

There is common feeling among administrators of small and medium-sized police agencies that their proximity to subordinates reduces or eliminates the need for a continuing inspectional process. However, police administrators, regardless of the size of their agencies, should require all supervisors to exercise responsibility for line inspections. Further, a police chief either personally should conduct staff inspections or require specialized staff to inspect the agency. The purpose of staff inspections is to identify needed improvements to insure that orders are being carried out as intended. Frequently, personnel and material resources are not used for the purpose the chief has prescribed for them. Members of the agency may not be following established policies and procedures due to lack of understanding or for other reasons. Proper inspection is the only process through which these areas of deficiency can be identified and corrected.

The Cheyenne Police Department has implemented a comprehensive staff inspections program. Functional responsibility for the program has been assigned to the Staff Inspections Bureau, commanded by a lieutenant who reports to the chief of police. This lieutenant also is responsible for internal affairs, personnel, research and planning. Although the staff inspections program has not been published in a written directive, the department has published a staff inspections manual which describes the inspections process, defines the various types of inspections, and contains an inspection checklist patterned after the checklist recommended by the IACP.

In 1984, the Cheyenne Police Department undertook the agency's first staff inspection. Several important conditions, both desirable and undesirable, were discovered as a result of this effort. The staff inspection report provided the chief of police and other department administrators with an assessment of the department's efficiency and effectiveness, as well as determined defects or deficiencies in existing operations or procedures. One deficiency was the lack of line inspections. The absence of line inspections was noted also by IACP consultants during the fieldwork for this survey.

The Cheyenne Police Department's staff inspections program should be the subject of a departmental general order. Likewise, a written directive on line inspections should be published and line inspections procedures should be adopted immediately.

The directive covering staff inspections within the agency should include such matters as:

- Procedures to be used in conducting staff inspections.

- Criteria to identify those inspections which require a written report.
- Procedures to be used to follow-up the recommendations made as a result of the staff inspection.
- Requirement that a staff inspection be conducted within all organizational components at least every year.

The directive establishing line inspections should include:

- Procedures to be used in conducting line inspections.
- Frequency of inspection of these elements.
- Responsibilities of the supervisor at each level for both the conduct of inspections and correction of conditions discovered by the inspection.
- Criteria to identify those inspections which require a written report.
- Follow-up procedures to insure corrective action has been taken.
- Inspection of all organizational components, facilities, property, equipment, activities, and personnel.

Responsibility for conducting line inspections should be placed in responsible command positions established in the department. Responsibility for reviewing line inspections and for conducting staff

inspections should be placed in the Inspectional Services Section. This section should be responsible for coordinating all aspects of the department's inspection program, and for keeping the chief informed of all findings resulting from both line and staff inspections.

The inspections program should be straightforward and accepted by all members of the department as a normal and desirable activity on the part of the administration. All members of the department should be completely informed as to the nature and reasons for inspections, the type of inspectional procedures that would evolve, and the consequences which would follow when deficiencies are noted and reported.

Covert inspections should be conducted only when the probability exists that very serious conditions inimical to the best interests of the police department are present. Even then, covert inspections should be conducted only under the immediate direction of the chief of police. Although covert inspections tend to reveal a greater number of defects than overt inspections, if used routinely, they also engender serious morale problems. It follows, therefore, that these types of inspections should be resorted to only when it is absolutely necessary to protect the department from public embarrassment. For the most part, overt inspections, known and anticipated by the employees, should produce the desired remedial results.

#### Recommendations

1. Strengthen the principle of control through both line and staff inspections, and announce this development to all members of the department.
2. Place responsibility for the general supervision of the inspectional program in the Inspectional Services Section.

3. Provide a thorough discussion on the subject of inspections during supervisory training programs, and emphasize the importance of first-line inspections.
4. Conduct inspections in an open manner whenever possible.
5. Continue to inform the chief of police and appropriate commanders of deficiencies noted during staff inspections so that remedial action can be initiated.

#### Section 5 - Fiscal Management

The success of a police department is largely dependent upon the ability of the chief of police to obtain the personnel, equipment, and supplies necessary to carry out the programs deemed to have merit. For this reason, a sound budget process is necessary if the department is to implement its prepared plans and programs successfully. Most cities rarely have sufficient funds to be able to appropriate all of the money requested by each municipal department, which results in considerable competition for available funds. The department that justifies its budgetary request with cogent, factual documentation is most likely to get its budget approved. Mayors and city managers appreciate being given the kind of information which they can use most effectively to make sound decisions. Failure to provide detailed information and justification deprives the municipal authorities of the opportunity to assess the facts supporting department objectives and the full worth of programs designed to meet these aims. In the absence of adequate budget justifications, the decision-making process often becomes highly subjective and is based largely on sentiment, or personal relationships, or is simply a reaction to community pressure and local politics.

Briefly, the principal objectives of the budgeting process are:

- To obtain the required appropriations and resources necessary to provide the highest possible level of police service to the community within overall budgetary constraints.
- To assist in planning the various programs of the police department.
- To act as a management control over work programs of the department.
- To insure accountability, i.e., to make certain that appropriations for budgeted items are expended correctly and limitations are not exceeded.
- To act as a check on nonperformance and the failure to obtain established objectives during the course of the year.

The Cheyenne Police Department operates on a line item-type budget which, for the most part, is prepared by the lieutenant commanding the Staff Inspections Bureau as part of the planning function. During budget preparation, all major organizational entity commanders must submit budget requests for their respective bureaus or divisions. These requests then are compiled into a departmental budget, submitted to the City for evaluation, reworked based on fiscal cuts made by the City Accounting Department, and resubmitted by the department in final form.

The IACP agrees that budget preparation and liaison with the City in fiscal matters is an important planning function and, as such, should be assigned to the Administrative Section. Although the budget process



is governed to a great extent by the City's budget program, this fact should not inhibit the chief of police from considering and justifying the department's operation in the chief's own budgetary terms. Particularly, the chief should be able to identify, describe, and cost those programs which constitute the operations of the department in terms other than the current simple line item requirements found in the consolidated budget. By directly associating the budget to specific programs, the chief can associate all reductions in the budget request to the impact it will have on providing services to the community. This will assist in prioritizing programs and services to be maintained in the agency.

To establish an effective budget preparation cycle, the controlled involvement of division and bureau commanders in a formal and systematic way is essential.

The chief of police should rely upon division commanders to submit budget estimates outlining their needs prior to consolidation of a draft budget prepared for the forthcoming fiscal year. Each division commander should be required to identify the on-going programs and those to be initiated during the next fiscal period. The present process of requiring commanders to submit organizational goals and objectives is a major accomplishment toward a programmed budget system. However, the objectives should be stated in specific terms and translated into identifiable strategies.

The objectives of the programs should be clearly identified and fully justified in terms of overall departmental objectives. Thereafter, division commanders should be required to identify and justify all personnel and material resources necessary to implement their respective programs. All budget requests should be forwarded to the commanding officer of the Administrative Section who should integrate

them into a proposed departmental budget. The proposed budget then should be reviewed by the chief of police, and appropriate additions or corrections made prior to its submission to the Mayor and City Council.

This procedure should result in identifying the cost of providing service in each organizational entity and for each function within the agency. For instance, the cost of public information, crime prevention, vice suppression, and other programs will be identifiable. This should increase the awareness of commanders to program costs and their role in managing the programs in a cost-effective manner.

As subordinate commanders become deeper involved in program development and management, there will be an increasing need for a better understanding, on the part of all supervisors, of budgeting as a managerial process. It becomes increasingly important, therefore, to include training in the budget process as a part of the career development program for all Cheyenne police commanders and supervisors. The inclusion of this training should begin at once and it should be considered as a normal and important part of every management training program. Particular emphasis in these training sessions should focus on program development, justification, costing, and program evaluation.

Currently, the department is not large enough to justify the employment of a budget specialist. This means that the individual in charge of the Administrative Section should be knowledgeable of and trained in budget preparation and control. Most important, the introduction and maintenance of a responsive budget program will require the chief to identify the goals and objectives of the department and establish priorities for attaining these objectives.

### Recommendations

1. Increase the involvement of division and other commanders in the budget preparation process.
2. Assign the responsibility for coordinating preparation of the budget and for assembling the final budget to the commander of the Administrative Section.
3. Require all division commanders to provide detailed written justifications for all items appearing on their respective budget requests.
4. Insure that any management training program attended by commanders and supervisors makes provision for training in the budget process.

### Section 6 - Public Affairs

The functions of public information and police-community relations directly influence the ability of a police department to perform effectively. No modern police department can operate successfully without the full support and cooperation of the community it serves. An effective public information and police-community relations program is essential to improve communication between the police and the community, and to increase public support for the police department.

Although the functions of public information and police-community relations are closely related, they are not the same and each has a different objective. The function of public information may be defined simply as the practice of making police information available to the news media and to the public. Essentially, it is a one-way channel of communication---from the police to the public media and the public. On

the other hand, positive police-community relations reflect the mutual relationship involving understanding, respect, courtesy, trust, confidence, and cooperation between the police and the community being served. It is the sum of the attitudes and behavior of the community and the police toward each other and, therefore, it includes both human relations and race relations. Police-community relations is essentially a two-way communications system---from the police to the public and from the public to the police. In this two-way communication mode, it is essential that both sides listen to what the other is attempting to communicate.

#### Public Information

Currently, a Cheyenne Police Department written directive authorizes any supervisor to release certain information to the news media, either orally or through a News Release Form. This directive specifies the type of information which may be released and, most important, prohibits the release of certain information which, if released, would not be in the best interest of the citizen, the department, or the community.

It is important for the Cheyenne Police Department to strive for the establishment of good relations with the public media, including the local press, radio, and television. Pursuance of these activities serves the best interests of the criminal justice function, the Cheyenne Police Department, and the citizens of the community. However, the IACP believes that the release of information to the media should be controlled and assigned to the proposed Administrative Section. The written directive which presently specifies prohibited information for release and offers guidance on the release of information should be continued. In those instances where the commander of the Administrative Section is not available, statements to

the media should be made by a high ranking officer of the department in accordance with the dictates of the directives.

The chief of police, assisted by the commander of the Administrative Section, should continue to insure that public informational media and the citizens of Cheyenne are aware of law enforcement activities transpiring within the City. Also, all members of the department should be extremely knowledgeable of the approved policy, and directed to comply with it.

Information concerning the Cheyenne Police Department and its members should be gathered and compiled as news releases and disseminated to appropriate news media. The public media can provide valuable support to the department by emphasizing the positive aspects of the agency.

The present speakers' program, which provides speakers to schools, and civic and fraternal organizations, should be continued, but expanded to include other members of the Cheyenne Police Department as speakers and representatives of the department. Competent and interesting speakers from within the department should be recruited, trained, and encouraged to take part in this program. Division heads should prepare or assist in the preparation of all talks and presentations. Appropriate visual aids should be developed, whenever possible, as components of each speech or talk. The chief of police should stimulate interest in the community for police demonstrations or talks by publicly advertising the availability and competence of the speakers. Advertising support for the program should be solicited from the public information media, since television, radio, and newspapers generally are interested in programs of this nature and are willing to carry information about them as a public service.

The basic function of the speakers' program should be to inform the citizens of Cheyenne about their police department and to establish close, two-way communications between the citizens and the police. All requests for public appearances of police department personnel should be referred to the Administrative Section and be approved by the chief of police.

#### Police-Community Relations

No police agency can be totally effective without the complete support and cooperation of the community it serves. When the police receive strong support and cooperation from the community, it is possible to maintain social order through persuasion and minimal enforcement. However, experience has shown that this is not always possible and, when persuasion fails, the responsible police administrator should maintain social order even though it means the use of lawful and necessary force. As a cornerstone to an effective police-community relations policy, therefore, there should be a clear understanding on the part of the police and the public that social order should always be maintained. Implicit in this policy is a clear recognition that the laws of a democracy should be supported by all of the people and lawfully enforced by all of the police.

Goals of Police-Community Relations. The goals of police-community relations seek to attain public understanding, confidence, and support which are vital to the operation of any police agency. In this regard, efforts of the chief of police and all personnel of the department should be motivated and directed toward the accomplishment of these general goals:

- Educating and informing the citizens of Cheyenne of their duties and responsibilities in the

maintenance of social order and the preservation of law and order with justice.

- Achieving better understanding and cooperation between the Cheyenne Police Department and the citizens it serves by developing a mutual relationship that stresses dignity, respect, courtesy, trust, and confidence.
- Informing the citizens of Cheyenne about their police department and all aspects of crime prevention in order to secure increased public cooperation in crime prevention and the reduction of crime and delinquency.
- Insuring consistent, humane, and equal treatment to the citizens of Cheyenne in all police practices, particularly in enforcement of the law.
- Inculcating into all police officers the true concept of public service that stresses both courtesy and efficiency in the police service as a means of achieving better police-community relations.
- Strict adherence to the Law Enforcement Code of Ethics by all Cheyenne police officers in the hope that positive police-community relations will result.

Current programs. The Cheyenne Police Department has an active police-community relations program designed to inform the public about the activities of the police department. The current police-community relations effort is intertwined with the department's

crime prevention endeavor and both are administered by one officer assigned to the Crime Prevention unit.

Examples of the Crime Prevention Unit programs include:

- Neighborhood Watch
- Operation Identification
- Child Fingerprint/Safety Program
- Residential/Business Security Surveys
- Select Witness
- Helping Hand Program
- Operation Home Guardian
- Public tours of the Cheyenne Police Department
- Professional Speakers' Program (similar to the speakers' program discussed previously). The present speakers' program includes talks on rape prevention, child abuse, drug/alcohol abuse, explosive/firearms safety, personal safety, juvenile law, merchant crime prevention, babysitting safety, and stress management.

Presently, the officer in charge of the Crime Prevention Unit reports to the sergeant commanding the Training Unit. The Crime Prevention Unit's existence and efforts are mentioned in one small section of the revised written directives manual, but this directive gives little information relative to the goals, objectives, and strategies of the department's crime prevention/police community relations program.



The current crime prevention/community relations programs should be continued. However, these tasks should be assigned to the proposed Administrative Section.

Sufficient attention has not been given to the training or education of the individual patrol officer in the matter of police-community relations. To be effective, the concepts and philosophy of police-community relations should be imbued in all personnel of the department. Police-community relations cannot be effective if practiced only by a few officers, no matter how dedicated or conscientious they may be.

It should be made abundantly clear, however, that police-community relations cannot solve all the problems faced by the City in connection with any particular facet of crime with which it may be confronted. Nevertheless, effective and professional police-community relations programs and attitudes can do much toward strengthening police-citizen rapport.

Proposed Programs. The Administrative Section should be responsible for planning, directing, coordinating, and controlling all police-community relations functions. Additionally, the chief should meet frequently with the leaders of the community to discuss problems of mutual concern and interest. In this manner, communication and understanding can be improved, and facts can become known and used to replace rumor and gossip.

Police-community relations functions should center on the following areas:

- Identifying community conflicts and tensions that contribute to community relations problems.

- Supervising or implementing all aspects of police-community relations.
- Formulating a written police-community relations directive for the entire department.
- Analyzing police-community relations problems and devising solutions to these problems.
- Assisting police officers in understanding and implementing the department's police-community relations programs.
- Performing liaison with other interested governmental and private agencies who may have a positive effect on police-community relations in Cheyenne.

Police-community relations programs should be directly related to the most serious police problems in Cheyenne, and should make a worthwhile contribution to the solution of these problems. Police-community relations programs should be designed to accomplish the following:

- Reduction in the number of narcotic and drug abuse offenses, particularly among the youth of the community.
- Reduction in the number of serious driving violations committed, particularly those involving driving while intoxicated or under the influence of narcotics.
- Prompt reporting of all crimes and criminal activity to the police.

- Reduction in the amount of malicious mischief and property damage caused by youths.
- Reduction in the crimes of burglary and larceny, particularly by youths.

#### Recommendations

1. Assign the functions of public information and police-community relations to the proposed Administrative Section.
2. Rewrite the written directive concerning public information and cooperation with the public media. Insure that this policy is observed by all members of the department.
3. Institute a viable public information program within the Cheyenne Police Department.
4. Continue the practice of issuing press releases when appropriate, and establish procedures governing their release as discussed in the text.
5. Develop and implement an in-service training program that stresses courtesy, politeness, and dignity in all public contacts involving police personnel. Stress these subjects at roll call and shift inspections.
6. Strengthen the "Speakers' Program," as recommended in the text.
7. Establish a formal written police-community relations policy within the Cheyenne Police Department.
8. Formulate a police-community relations program designed to seek solutions to the police problems of the community.

9. Involve the entire police department in the program, particularly members of the Operations Division and those who have frequent contacts with juveniles.
10. Schedule in-service training programs for police personnel covering all aspects of the police-community relations program and its functions.

#### Section 7 - Relationships with Other Agencies

Formal cooperation and coordination with other police departments and agencies involved in the criminal justice system are important factors in improving the quality and efficiency of local law enforcement. Crime and delinquency have become highly mobile and cannot be confined within artificially-created political boundaries.

The quality of law enforcement on the local level can be improved with an effective program of formal liaison, cooperation, and support among law enforcement agencies with common interests. Although cooperation and coordination with other police agencies is desirable in most functional police activities, they are particularly important in connection with the preparation and execution of emergency plans and other activities requiring combined police operations. Police operations at the scenes of emergencies can be made more effective when formal mutual assistance and emergency plans have been prepared in advance.

The Cheyenne Police Department enjoys good relationships with neighboring law enforcement agencies, including the Laramie County Sheriff's Department and other nearby agencies in Wyoming and Colorado. In 1982, when President Reagan visited Cheyenne, the Fort Collins Police Department and the Laramie Police Department sent police

personnel to assist Cheyenne in performing its law enforcement functions. The 1984 Staff Inspections Report indicates that the police department is held in high esteem by the Laramie County District Attorney's Office, the City Attorney's Office, the Wyoming Peace Officers Standards and Training Commission, the Wyoming Law Enforcement Academy, and the Office of Social Services and Youth Alternatives.

The positive relationships that exist between the Cheyenne Police Department and other agencies in the law enforcement and criminal justice community is reinforced by departmental involvement in several organizations. For example, the chief of police is the current president of the Wyoming Association of Chiefs of Police. Other professional organizations with which the Cheyenne Police Department is affiliated include the Rocky Mountain Information Network, Southern Wyoming/Northern Colorado Investigative Association, Wyoming Investigators Association, and the Combined Outlaw Bikers Research Association.

Another example of positive interagency cooperation is the mutual planning and operational concerns which exist between the Cheyenne Police Department and the Laramie County/Cheyenne Civil Defense Agency.

Although the relationships between the area law enforcement agencies is excellent, it is noteworthy that there are no formal mutual aid agreements. A mutual aid agreement would recognize the need for mutual assistance and would outline when and how such services should be furnished on a mutually corresponding basis. Additionally, a mutual aid agreement would address the important aspects of liability, command, and other issues which might arise in case of joint law enforcement operations. Law enforcement agencies should always be seeking means by which relationships can be improved. The ability of the Cheyenne Police Department to interact with other law enforcement

agencies is related directly to the confidence other agencies have in the department. When a department actively engaged in developing and coordinating interagency plans is supported by a strong organization and well-trained personnel, its policies and procedures are soon recognized and sanctioned.

The potential for mutual assistance in responding to demonstrations and activities which may occur in conjunction with the MX missile installation further emphasizes the need for developing formal mutual aid agreements.

There is a direct connection between and among the functions of liaison, planning, and combined police operations. For this reason, these functions should be assigned to the Administrative Section where they can be coordinated most effectively. The commander of this section will be in an excellent position to determine the program needs of the department.

#### Recommendations

1. Continue the development and strengthening of mutual assistance through emergency plans and mutual aid agreements which require cooperation and coordination with other law enforcement agencies in the area.
2. Conduct a period of in-service training outlining the various means of establishing rapport and continuity of effort among agencies integral to the criminal justice system and strive to improve interagency relationships at every opportunity.
3. Assign the coordination and liaison function for interagency agreements to the Administrative Section.

### Section 8 - Administrative Filing

The Cheyenne Police Department does not have a formal system for administrative filing. The chief's secretary maintains correspondence and other printed material in general subject matter files. Other organizational commanders maintain their files in a similar manner. The current system of filing is uncoordinated, and lacks department-wide control and standardization. Some material is easily retrievable, but other materials are filed under obscure categories. This results in difficulty when seeking a particular document.

#### Proposed Correspondence System

Correspondence, of an administrative nature as opposed to a criminal case, leaving the department and prepared by a member of the department should have a copy retained in the administrative file in addition to that filed in the originating office. The chief of police should require that outgoing correspondence be reviewed, and should personally sign important outgoing administrative correspondence, unless the items are form letters or correspondence of a repetitive nature. In these cases, a stamped signature or facsimile of the chief's signature may be used. Letters relating to crimes or police incidents also should be prepared in the name of the chief, but should be signed by the command officer responsible for the draft of the correspondence. In this case, there is no reason to place a copy of the letter in the administrative file since a copy should be filed under the appropriate complaint number. A clear distinction should be made between the complaint file and other files dealing with operational matters, and purely administrative files. No case reports or correspondence dealing with specific crimes should be placed in the administrative file. A

report-review function should be exercised over criminal case correspondence by the Records Unit of the Services Division.

#### Proposed Administrative Filing System

General. The recommended administrative filing and classification system consists of eight major divisions. These are general in nature and broad enough to include all subjects filed. The addition of other major subject categories should not be authorized. The major categories are divided by fifth-cut pressboard, metal filing guides with the category designation on the first position. Material is held in draft or manila folders, third cut. Primary subdivisions are included on the first position, secondary on the second position, and third on the third position. A master outline for the administrative file is shown in the Appendix. The following are examples of file codes taken from the master outline:

Major	ADM	Administration
Primary	ADM4	Budget
Secondary	ADM4-2	Purchasing
Tertiary	ADM4-2-1	Purchase Requisitions

The file folders can be prepared by typing the classification code and description on gummed roll-labels.

Classifying. The originating division is responsible for properly classifying the documents and placing the classification in the upper righthand corner. The initial step is to determine the main subject of the document. Many records are given a subject description by the originator, such as that which appears in the standard memo format, but some papers might require reading enough of the record to



make a proper determination. Next, the classification is added. It is not necessary to include the verbal description of the subject, such as "Purchasing," but only the major category and code numbers. Examples: ADM5; PERS3-2; OPS4-5.

A primary rule is that this is a subject file system. There shall be no consideration given to whom or what office originated the record, or what office is the recipient. The subject matter of the document is the sole consideration. For example, if a captain sends the chief of police a report on one-officer patrol cars, the proper classification should result in filing under "Patrol Methods" and not under "Planning," "Memos to the Chief," or some other topic not related to the subject under consideration.

Material presently in the files should be removed, classified, coded, and sorted by subject matter within the limitations of the master outline.

Cross-Referencing. The need for cross-referencing may arise under two conditions---first, when two or more subjects are covered in one document; and second, when the subject matter clearly is not discernible. In either case, use should be made of the cross-reference sheet shown below. Cross-references are indicated on the original document by placing a second (or third) code beneath the first code as follows:

TO:	ADM6
	X PERS2-2
FROM:	DATE:
SUBJECT:	

Next, a cross-reference sheet is filled out and filed under PERS2-2; making reference to the record filed under ADM6.

CROSS REF. NO.: _____	
DATE: _____	
CROSS-REFERENCE SHEET	
MAIN SUBJECT:	DATE OF: _____
TO:	FILED UNDER: _____
FROM:	
BRIEF SUMMARY:	

Cross-reference sheets should not be considered as records. They are simply tools, and should be printed in a distinctive color to facilitate removal from the files. There should be no limit to the number of cross-references made for a single record. However, this process should be employed only when absolutely necessary. Cross-referencing is designed to make filing and searching easier; therefore, the process should not become a major task impeding normal filing operations.

Placing material in the main file should be the responsibility of only one person. A tray should be provided for temporary storage of documents awaiting refiling.

Recommendations

1. Adopt the administrative filing system as described in the text, incorporating the file classifications provided in the Appendix.
2. Use the proposed administrative filing system in all units in the department in order to insure uniformity and consistency, and to simplify access to and retrieval of administrative records.
3. Maintain separate operational and administrative files, as discussed.

## FOOTNOTES

<sup>1</sup>Harold Koontz and Cyril O'Donnell, Principles of Management (New York: McGraw-Hill Book Co., 1964), pp.79-80.

<sup>2</sup>The President's Commission on Law Enforcement and Administration of Justice, Task Force Report: The Police (Washington, D.C.: U.S. Government Printing Office, 1967), pp. 13-41.

<sup>3</sup>George R. Terry, Principles of Management, (Homewood, Ill.: Richard D. Irwin, 1968), p.216.

## V

## P E R S O N N E L   A D M I N I S T R A T I O N

The police service essentially is a personal one. The degree of success in achieving a police agency's goals and objectives, therefore, is related directly to the quality of police personnel.

As practitioners, the police deliver no product. Service is the only return the community receives for its investment in police agency management. It follows, therefore, that police agency management should provide for the establishment of an efficient and effective staff of police employees. Only in this manner is it possible to insure the highest level of police service to the community. Sound personnel policies and procedures not only improve police activities, but also have a profound effect on police operations and efficiency in the years to come.

Generally speaking, personnel administration consists of the functions of recruitment, selection, education and training, promotion, performance evaluation, compensation and other employee benefits, grievance procedures, and disciplinary measures. The greatest single expense in the operation of a police department is salaries and fringe benefits; it is essential that only the best qualified persons available be selected for employment. Once selected, it is important that all police personnel be well-trained, competently led, and carefully supervised. All personnel programs must be administered in accordance with sound and progressive policies designed to produce the kind of police service desired.

Managing police agencies has become increasingly difficult because of the changing social environment in which the police operate and because of the changing relationships between public employers and public employees. It is well-recognized that all employees, both public and private, have a vested interest in improving their own economic and working conditions. This interest has been particularly heightened by the impact of inflationary increases in the costs of living which have occurred in the country over the past several years, and which are continuing. In addition, there is a readily apparent trend in which the resolution of economic and other questions is now being expanded to include considerations in which management has a vital and/or predominant interest. This development is having considerable impact upon police management and has every appearance of presenting even greater problems in the future.

#### Section 1 - Legal Considerations

Legal authority relating to the creation of police departments, selection, employment and termination of personnel, and other aspects impacting on personnel administration are contained in numerous documents.

- Section 15-1-3 of the Wyoming Statutes authorizes cities to establish and regulate the police.
- Section 15-5-101 through 15-5-13 of the Wyoming Statutes deal with the establishment of a Police Department (and fire department) Civil Service Commission, and establishes procedures for personnel practices relating to the positions of firemen and police officers.

- Article 7 of the Wyoming Statutes creates and regulates the Wyoming Peace Officer Standards and Training Commission, and states the minimum qualifications for admission to peace officer training or certification (Sect.9-1-704).
- Article II of the Cheyenne Code establishes the Cheyenne Police Department and broadly states the department's duties.
- Rules and Regulations of the Cheyenne Police Department Civil Service Commission establishes personnel requirements impacting on the department.

Other documents having legal or procedural ramifications for police department personnel practices include mandates and regulations of the Wyoming Peace Officers Standards and Training Commission; the written agreement (contract) between the City of Cheyenne and Cheyenne Police Protective Association (PPA), whose membership includes police officers and sergeants; numerous City directives, and police department directives and practices.

The administrative control for City employment (including personnel practices for the police department) is a function performed by Cheyenne's Department of Administration. These procedures are in accordance with the rules and regulations of the Civil Service Commission, which is a three-member body.

Although administrative control over personnel practices for the Cheyenne Police Department rests with the City Department of Administration, there are no legal mandates which prohibit the Cheyenne Police Department from being actively involved in departmental

personnel practices. The Cheyenne Police Department has, in fact, developed a program which actively involves them in the recruitment, selection, discipline, and training of departmental employees.

Analysis of these functions reveals a somewhat fragmented effort with major responsibility for police personnel administration placed with the lieutenant commanding the Staff Inspections Bureau, and the training function performed by a sergeant commanding the Training Unit of the Services Division.

#### Proposed Methods of Improving Personnel Practices

The Cheyenne Police Department is to be commended for actively and aggressively becoming involved in personnel practices which directly impact on the agency. Such involvement should continue and be expanded.

Responsibility for administering the Cheyenne Police Department's personnel process should be placed with the proposed Personnel and Training Section of the Services Division. Implementation of a coordinated personnel system for the department should be based on sound planning.

The remainder of this chapter will address these areas where police personnel administration could be improved within the Cheyenne Police Department.

#### Recommendations

1. Continue to formulate and publish written directives relating to personnel issues of the department.



2. Plan, develop, and implement a coordinated and comprehensive program for personnel administration.
3. Assign the duty, accountability, and authority for administering the department's personnel function to the sergeant commanding the Personnel and Training Section.

## Section 2 - Recruitment and Selection

Effective recruitment and selection procedures are the foundation of the entire police personnel system. Unless recruitment and selection policies and procedures are well designed and administered, there can be no hope of staffing the police department with highly-qualified officers. The complex task of the police officer in contemporary society requires that every opportunity be used to attract and recruit individuals to the police service who possess above-average qualifications.

The purpose of this section is to discuss existing recruitment and selection procedures for Cheyenne police candidates, and to offer recommendations for changes which will make the present process more effective and efficient.

### Current Recruitment Procedures

The attrition rate for the Cheyenne Police Department fluctuates between five and seven percent annually, and testing for police candidates takes place once yearly. As a result, the police department has not deemed it necessary to undertake any extensive, continuous, or expensive recruitment effort. Recruitment for applicants is a function which receives attention when a date for the examination has been

established, and consists of placing advertisements in newspapers such as the Wyoming Eagle and Tribune, The Omaha World Herald, Rocky Mountain News (Denver), Casper Star Tribune, and Laramie Boomerang. Additionally, the local radio and television stations run spot announcements for the department. Several organizations such as state employment agencies, G.I. Forum (a Spanish-American Group), Community Action, Department of Health and Social Services, and the NAACP also are notified that the City is seeking police applicants. The City does not recruit at local colleges and universities, nor is any recruitment effort directed toward the military base.

The Cheyenne Police Department has produced an attractive and informative recruitment brochure which briefly explains employee benefits, training, geographic location of the City, brief description of the department, employment qualifications, selection procedures, and method of applying.

The current recruitment effort is not a planned or budgeted item, but simply a function designed to meet immediate or short-term forecasted vacancies. During the fieldwork for this survey, a recruitment effort was undertaken, using the process described, which resulted in approximately 175 applications.

#### Proposed Recruitment Process

The City and Cheyenne Police Department's efforts in recruitment are commendable and should be continued. Our analysis of the current recruitment program reveals only a few areas where recruitment of police candidates might be improved.

The recruitment function should be the result of a planned and documented process. This comprehensive recruitment plan should be based on specific goals and measurable objectives. Strategies then should be developed to meet those objectives, and each objective should be "costed out," i.e., a clear statement of the costs involved in meeting each objective. As the recruitment program progresses, the department should evaluate the effort to determine degrees of success or failure in meeting the recruitment mission. Administrative control for development of the recruitment plan and implementation of the recruitment program should be placed with the commander of the proposed Personnel and Training Section.

The Cheyenne Police Department should recognize that it is in competition with other law enforcement agencies, as well as business and industry, for competent personnel. In some ways, it is necessary to cater to the applicant's convenience in making application for employment. The person should find it easy to apply, and the screening process should not interfere unduly with the applicant's routine.

The current recruitment brochure is well-prepared and provides the basic information needed to inform prospective applicants about the position, the department, and methods of applying. The brochure should be sent to colleges, employment offices, and military bases and separation centers as part of the department's recruitment effort. Recruiting material also should be available in packaged form, including applications, for the use of all officers interested in referring friends to the department.

Police administrators should do more to attract the best qualified individuals in the labor market than to simply offer employment with competitive salaries and fringe benefits. Possibly even more important

is the need to impress upon the potential candidate the uniqueness of police work and to emphasize the positive personal qualities needed in a police officer. In this respect, the recruitment material should emphasize those personal characteristics desirable in a police officer, such as:

- Initiative and integrity
- Ability to carry a great deal of responsibility and to handle difficult emergency situations alone
- Social skills and ability to communicate effectively with persons of various cultural, economic, and ethnic backgrounds
- Mental capacity to learn a wide variety of subjects quickly and correctly
- Desire and ability to adapt to technological and sociological changes
- Understanding human nature and a desire to help those in need
- Emotional maturity to remain calm and objective, and to provide leadership in emotionally-charged situations
- Physical strength and endurance to perform exhausting duties
- Freedom from prejudice which might interfere with the proper execution of responsibilities

The department should continue to use local newspapers, radio, and television stations to inform listeners and viewers of the department's desire to hire police officers.

The current recruitment effort is concentrated in the Wyoming, Colorado, and Nebraska areas. This concentration should be continued and area residents should be the primary focus for employment with the department. However, many agencies have found it advantageous to broaden the recruitment base in order to establish a reservoir of highly qualified candidates. Several agencies advertise in the "positions open" section of the IACP's publication, The Police Chief. This advertising is without charge and provides nationwide notification to those interested in law enforcement that the agency is searching for law enforcement personnel.

Another method of expanding the recruitment base is to contact colleges and universities outside the immediate area. For years, many progressive agencies have had varying degrees of success using statewide, and in some instances, nationwide recruitment drives.

#### Current Selection Procedures

Minimum requirements to be employed and certified as a police officer in Wyoming is mandated by the Wyoming Peace Officers Standards and Training Commission in accordance with Wyoming Statute 9-1-701, et seq. The standards set forth in W.S. 9-1-704 concerning qualifications are deemed minimum and in no way preclude counties, cities, or towns from establishing higher employment standards.

Minimum requirements for Cheyenne police officer candidates are contained in the Rules and Regulations of the Cheyenne Police Department Civil Service Commission as follows:

- Be a citizen of the United States and, after employment, reside in the City of Cheyenne or a reasonable distance therefrom, within the State of Wyoming;
- Have the ability to speak, read, and write the English language readily and understandably;
- Be of good moral character, reputation, and personality;
- Be of good health with average intelligence and general knowledge;
- Be financially responsible and free of serious criminal record;
- Be not less than 21 years of age at the time scheduled for examination;
- Be of body weight proportional to body height;
- Have at least a high school or equivalent education;
- Be capable of strenuous physical activity and, in the opinion of a physician selected by the Civil Service Commission, have no serious physical defects likely to prevent strenuous physical activity during the twenty years subsequent to employment. Have eyesight in each eye corrected to

20/20 Snellen, have no hearing deficiency, and have a thumb and either a forefinger or middle finger on each hand;

- Indicate mature judgment, emotional stability, and an aptitude for police work.

The current selection process includes the following steps:

Application. Every applicant for employment as a police officer must complete an employment application obtained from and returned to the City of Cheyenne Personnel Department. The employment application cursorily addresses standard personal information. Additionally, candidates are given an information sheet which specifies the resume requirements for police applicants. Candidates then are expected to provide a resume on educational background, previous employment, and personal references. Candidates also are given a "Pre-Employment Medical Questionnaire" to be completed by the applicant.

Written Examination. A written examination is administered to the candidates. This entry level examination is produced by the International Personnel Management Association (Police Officer Examination A-1, dated 1973). A minimum score of seventy percent is required for passing.

Candidates who pass the written examination are required to sign a "Release of Confidential Information" form which authorizes the department to furnish information relative to the candidate's medical history, work record, school record, military files, criminal history, or any other background information deemed relevant.

Physical Ability Test. Each candidate is given a blood pressure test prior to the physical ability test. If blood pressure is within normal limits, the candidate must successfully complete the following events: Three-minute step test, one-minute sit-up test, pull-ups, sit and reach flexibility test, and a 1.5 mile run. This examination is graded based on performance correlated with age, and is based on information published by the Institute for Aerobics Research. The physical ability test is administered on a pass/fail basis.

Oral Board. Each candidate is interviewed by a three-member oral board consisting of staff from the police department and, at times, civilians familiar with personnel practices. Oral board members are provided with printed guidelines and suggested questions. Each member is required to score the candidate on seven dimensions using an entry level score sheet. Each candidate also is required to prepare a short essay on two questions. These essays are discussed and evaluated by the oral board members, and provides insight to the candidate's writing abilities.

No minimum score is required to pass the oral interview. However, the combined score on the written examination and the oral interview, when weighted at fifty percent each, must be at least 75 percent for the candidate to pass.

Polygraph Examination. Candidates who have a total combined score of seventy-nine percent or higher are examined by a Cheyenne Police Department polygraph operator.

Initiation of the Background Investigation. Each candidate is subjected to a thorough background investigation conducted by the



lieutenant commanding the Staff Inspections Bureau, assisted by other sworn personnel in the Cheyenne Police Department. The background includes checks with schools, former employers, law enforcement/NCIC, and references, either in person, by phone, or by mail. There is no interview with the candidate's spouse, family, or neighbors unless a need is indicated. Each background investigation results in a brief summary report of findings.

Psychological Evaluation. Those candidates achieving a score of seventy-nine percent or greater, and who pass the polygraph, are given a psychological examination. The psychological evaluation is conducted by a psychologist associated with a Fort Collins, Colorado organization known as Affiliates In Counseling and Neuropsychology. The evaluation consists of the MMPI, Incomplete Sentence Blank, and the FIRO-B, followed by an interview.

Completion of Background Investigation. Prior to selecting candidates for the position, the background investigations are completed and summary reports prepared for the chief's consideration.

Selection by the Chief of Police. The chief of police is given a ranked list of the top five candidates and selects in accordance with the "Rule of Five." Those candidates selected must undergo a medical examination prior to appointment.

Medical Examination. According to Civil Service Commission rules, each candidate selected must have a medical examination by a medical doctor approved by the Civil Service Commission. This examination is at the applicant's expense. Based on past practices, any medical doctor, including the candidate's own physician, is acceptable. A Report of Medical Examination form is provided and must

be completed by the physician. There are no requirements for X-ray examinations, and an EKG is required only if recommended by the doctor. A test for visual acuity and hearing is required. The examining physician must state whether the candidate is qualified for the police officer position.

Appointment. Successful candidates are appointed, sworn to an oath of office, issued equipment, and sent to the next available recruit class at the Wyoming Law Enforcement Academy.

Probationary Period. As part of the selection procedures, a new police officer must complete a one-year probationary period which begins upon appointment to the department.

#### Proposed Selection Process

For the most part, the current selection process is thorough and in accordance with traditional personnel procedures. However, there are certain aspects of the present process which should be altered to make selection more efficient, effective, and reliable.

Each person should be selected on the basis of individual qualifications and performance in the various phases of the selection process. The final decision should reflect the best interests of the City and the police department. It follows that in no case should an applicant be appointed simply because basic requirements are met and a vacancy must be filled. In the long run, adherence to stringent appointment criteria will be rewarded by a higher quality of service and longer tenure among the officers selected.

The IACP firmly believes that the major factor in the selection of police personnel is that all doubt with regard to a candidate's mental, physical, or emotional condition must be resolved in favor of the Cheyenne Police Department.

Age, Height and Weight. A minimum age of 21 years with no maximum age requirements, and weight in proportion to height are in accordance with modern police personnel practices. These standards should be continued.

Education. Educational attainment for police officers became an issue during the 1960's when a number of progressive police departments adopted a bachelor's degree as an entry requirement. The advocates of higher educational standards for police officers include several groups with high visibility in criminal justice, such as the International Association of Chiefs of Police, the American Bar Association, the President's Commission on Criminal Justice Standards and Goals, and the Advisory Commission on Intergovernmental Relations. The common message of these organizations has been an endorsement of education on rational grounds. In simplest terms, the proposition is expressed by the National Advisory Commission on Criminal Justice Standards and Goals (1973): "...one way to attain better police officers is to recruit better educated police applicants."<sup>1</sup>

Although requiring a bachelor's degree is an admirable goal, few agencies have been able to reach this level. And, at present, it is not practical for the Cheyenne Police Department. However, we encourage an administrative philosophy that emphasizes higher education for present and potential employees.

The present practice of requiring high school graduation should be continued. Conversely, the practice of accepting a GED in lieu of high school graduation should be discontinued unless the candidate has successfully completed a significant number of college courses. Since it is difficult to determine the validity of high school equivalency certificates, it is sound practice to require the candidate to be either a high school graduate or to demonstrate that additional work in college has at least brought that candidate up to an educational level equal to the high school graduate.

There are some sound reasons for requiring a minimum educational attainment of graduation from high school. In one significant case<sup>2</sup> the courts gave the following reasons for concluding that a high school education bears a substantial relationship to the job of a police officer:

- An analysis of work samples from the police department's training bulletins revealed that the required reading level of police trainees is above a twelfth-grade level.
- A job analysis study of the duties of police officers revealed that ten percent to fifteen percent of an officer's daily time is spent in preparation of comprehensive, detailed written reports.
- A 1972 validation study (Cohen and Chaiken) of education requirements in the New York City Police Department established a significant correlation between higher educational attainment and improved police performance.

- Most continuing education and training courses for police officers build upon knowledge normally acquired in high school.
- Reports by independent commissions, established by both state and federal governments, uniformly recommend that at least a high school education is required for police force applicants.<sup>3, 4, 5</sup>

The IACP recommendation of a minimum educational attainment of high school graduation for officers is a short-term goal. The long-range goal is to employ officers who have graduated from college. In this regard, the IACP supports Standard 15.1 promulgated by the National Advisory Commission on Criminal Justice Standards and Goals recommending that by 1982 all police agencies should require a college education as a condition of initial employment for a police officer.<sup>6</sup> (A goal which obviously has not been attained, but certainly one worth striving for).

The complexities of modern police work make the possession of a college education a realistic and desirable criterion for police professionalization.

A college education develops many human qualities directly related to the police function, such as:

1. Increased knowledge in police procedures, functions and principles; causes of change in human behavior and relations; functions of laws and institutions; changing social, economic and political conditions; and police role in the criminal justice system.

2. Enhanced interpersonal skills in communications and relations with respect to ability to speak and write clearly, and ability to deal with community members from diverse backgrounds and cultures.
3. Improved personal qualities of alertness, drive, stability, self-esteem, flexibility, initiative, intelligence, and the like.
4. Better analytical thinking ability with regard to disciplined approach to problems, critical judgment and discretion, and ability to tolerate ambiguity and to maintain perspective.
5. Greater acknowledgement of liberal and humane personal values, morals and ethics, resulting in sound value judgments, intellectual vision and curiosity, commitment to public service, honesty, and tolerance.

Studies concerning the attitudes of college-educated police officers have shown a tendency for them to express attitudes which are more open and flexible than those of officers with a high school education or less.

Some studies of the effect of college education on street performance have shown favorable results. A study by Cohen and Chaiken gives perhaps the most persuasive evidence of performance:

As a group, the men with at least one year of college education, who remained on the force, were found to be very good performers. They advanced through civil service promotion, but not disproportionately through

the detective route of advancement, and they had fewer civilian complaints than average. The men who obtained college degrees, either before or after appointment to the force, exhibited even better on-the-job performance. They advanced through preferential assignments and civil service promotions; they had low incidence of all types of misconduct except harrassment, on which they were average; they had low sick time; and none of them had their firearms removed for cause.<sup>7</sup>

The controversy over college-educated versus non-college educated police officers solidifies IACP's position favoring higher education. Stated simply, the desirable dimensions sought in police personnel appear to be more evident in college-educated officers.

Specific Physical Qualifications. The current visual acuity requirement is that eyesight in each eye be corrected to 20/20. The requirement for auditory acuity is that there be no hearing deficiency. We believe that vision and hearing standards should be stated with greater specificity.

While there is not a considerable amount of research available on visual and hearing standards for police officers, one document on the subject gives a brief review of the issue. The publication, Hearing and Vision Standards for Public Safety Personnel,<sup>8</sup> was produced by the California Commission on Peace Officer Standards and Training (POST). "...POST emphasizes that the study is informational only and is not to be considered an entry into the establishment of hearing and vision standards."

The suggested visual and auditory acuity criteria offered in this document are as follows:

- Visual Acuity: Distant vision 20/100, correctable to 20/20 in one eye and 20/30 in the other. Normal color vision; normal peripheral field of vision as determined by the simple confrontation test. Consideration given to binocular vision but where strabismus is accompanied by double vision and is not correctable, it should be disqualifying. Consideration given to night vision and its effect on ability to perform required tasks.
  
- Auditory Acuity: Any indication of organic disease is disqualifying. Hearing aids are not acceptable. Applicants with average loss of 26 decibels or more in the better ear in the 500 to 2000 c.p.s (cycles per second) range and 46 dB in the 3000 c.p.s. range should be disqualified (American National Standards Institute's scale).

The IACP agrees with the recommendations of POST relative to visual acuity and we urge the Cheyenne Police Department to adopt those recommendations as eyesight standards. However, we question the information that POST has provided relative to hearing standards.

A recent study relating to medical standards addresses the issue of auditory acuity and provides the following important information:<sup>9</sup>

- From an audiologic and medical point of view, any prospective employee who has hearing threshold levels that do not exceed 20 dB at any frequency in



either ear must be considered as having normal hearing. This person will not be expected to have any significant communication difficulties related to abnormalities of the auditory system.

- Conversely, a prospective employee who has hearing threshold levels that exceed 20 dB in either or both ears must be classified as having a hearing loss that reflects some abnormality of the auditory system, even if only to a minor degree. Whether a person's hearing loss will result in a significant impairment of his/her ability to communicate on the job depends on a number of criteria in addition to the extent and pattern of the hearing loss.
- The otologic and the audiometric pre-employment evaluations are necessary to determine factors that may interfere with a prospective employee's ability to perform a job, to identify pathologies that may be further aggravated by exposure to the environment inherent in certain jobs, to identify abnormalities that may pose safety hazards in certain jobs and to establish a medicolegal baseline from which to measure further damage or deterioration of the organism. It is necessary to perform both an otologic inspection of the ear as well as a formal test of hearing during the pre-employment examination since most abnormalities of the ears or hearing mechanism are not obvious to the personnel interviewer or during a cursory physical examination.

- Ideally, referral for an otologic examination and an audiologic evaluation should be made for any prospective employee who is found to have any medical abnormality of the ears or who is found to have any hearing threshold level that exceeds 20 dB in either ear. The purpose of such a referral is to determine the extent and type of hearing loss and to obtain a medical diagnosis of the abnormality:

Whenever a person yields an audiogram that shows significantly poorer hearing in one ear than in the other ear. This finding may indicate the presence of an obvious or unseen medical pathology that may be treated, or may indicate the presence of a retrocochlear lesion such as an acoustic tumor.

Whenever a person has a hearing threshold level that exceeds 30dB from 500Hz to 3000Hz or exceeds 45 dB at 4000Hz in either ear. This finding may indicate an unseen medical pathology that may be treated, or may indicate significant communication difficulties in certain situations.

Whenever a prospective employee reports communication problems, or if communication problems are predicted on the basis of the medical standard for hearing and further clarification of these problems is necessary.

The Cheyenne Police Department should adopt as a basic requirement that the hearing acuity of each police candidate be carefully evaluated. The baseline criteria should be a hearing threshold not to exceed 20 dB at push-tone test frequencies 500, 1000, 2000, and 3000Hz (ANSI 69), with referral for an otologic examination when medical abnormality of the ears is suspected. Any sign of pathology should be disqualifying.

Written Examination. The Cheyenne Police Department should continue to use the Police Officer Entry Level Examination A-1 developed by the International Personnel Management Association. However, the written examination should be weighted sixty percent of the total selection process.

Although we recommend the continued use of the present written examination, we offer, as an alternative, an examination developed jointly by the IACP and the International Personnel Management Association. This test, known as the Multijurisdictional Police Officer Examination (MPOE), takes into consideration many of the problems relating to test validity and fairness. Hundreds of jurisdictions across the nation are presently using the MPOE.

The test is designed for use as a main written component of entry level selection systems, to determine if applicants can demonstrate the minimum abilities needed to learn to become effective police officers.

Because of the development strategy used, content validity can be demonstrated for the test. Significant empirical validation evidence also is available. The test's fairness to minority applicants is enhanced by the use of an Applicant Study Guide, whereby each applicant has an opportunity to prepare for the test by studying sample questions and vocabulary which might be unfamiliar.

The MPOE User's Guide gives additional information concerning the examination and its benefits, and is included in the Appendix.

Physical Ability Tests. Use of a physical ability test insures that candidates meet strength and coordination standards. Sometimes a medical examination will not uncover strength and coordination deficiencies. The physical ability tests should not be a measure of brute strength alone, but should evaluate endurance, speed, and coordination. The physical ability test presently used by the Cheyenne Police Department should be continued.

However, physical ability should not be pass/fail on the initial test. Physical ability can be attained through training, and candidates who do not pass the initial test should be given a period for training and then retested. The second test should be pass/fail.

Oral Interview. The current oral interview consisting of a three-member board, using predetermined questions designed to judge specific dimensions, and an interview rating form to record and score the candidate's performance, should be continued. We have included the IACP's Qualification Appraisal Guide in the Appendix for comparative and informational purposes only.

The length of the oral interview should be approximately thirty minutes, with the results weighted at forty percent of the total selection score. The purpose of the oral interview should be to appraise the candidate's appearance, poise, general suitability, experience, and oral expression.

The oral interview board should not attempt to analyze factors which can be measured more accurately by the written and medical

examinations, and the background investigation. The board's primary purpose should be to judge the candidate's attitude toward matters relative to the police service.

Physical Examination. The current examination includes most of the usual medical screening and evaluating factors performed during any standard medical check-up. We recommend that the physical examination be conducted by a medical doctor selected by the City. Furthermore, the examination should be conducted in such a manner that the candidate's physical condition is evaluated and compared to stated standards, resulting in either acceptance or rejection. The physical examination should be at the expense of the City.

It is extremely important that the physical/medical examination be conducted in a thorough manner. The minimum standards promulgated by the National Association of Police and Fire Surgeons should be adopted. These minimum standards are contained in the Appendix. The medical examination also should include the testing of lungs, heart, and blood pressure before and after a period of exertion or exercise. A full set of X-rays, particularly of the back, should be included in the medical examination. Additionally, we recommend that the candidate undergo a resting 12-lead electrocardiogram (EKG) and an exercise stress EKG. The EKG is especially important for candidates above age 30.

There are several reasons for requiring a stringent medical/physical examination. First, the individuals hired must be capable of carrying out the duties of police officers. The specific medical conditions which might impair the performance of routine duties are:<sup>10</sup>

- Poor vision
- Hearing difficulties

- Impaired grip of either hand or weakness of an arm or leg

Secondly, medical standards should screen out those individuals who have medical problems that subject them to frequent absences from duty due to sickness. Examples of such conditions are:

- Various types of arthritis
- Bronchial asthma
- Urinary tract stones
- Migraine-type headaches
- Peptic ulcer
- Low back pains

Thirdly, another category of medical conditions which is considered inimical to effective police work is that which subjects the individual to brief but unpredictable periods of disability such as:

- Epilepsy
- Certain abnormalities of the heart
- Conditions causing a sudden decline in the blood-sugar level

The rigors of modern police operations make it mandatory that the selection process identify only those candidates who are medically and physically qualified to withstand the demands of police service. Those who are substantially overweight or underweight should be rejected immediately. Many times, medical examiners attempt to qualify a

candidate even though some minor physical deficiency may have been discovered. This practice should be avoided since the appointment of an individual in doubtful health almost always proves to be a poor long-range investment. Any doubt relating to the physical qualifications of any candidate must be resolved in favor of the department.

Psychological Examination. The psychological evaluation for police candidates presently used by the Cheyenne Police Department for police candidates should be continued. It was reported that the City is satisfied with the services provided by the psychologist contracted to perform this function.

Background Investigations. The department should continue to conduct an extensive background investigation on candidates being considered for appointment. The current process of having candidates prepare a resume to assist in the background investigation is an interesting approach. However, consideration should be given to using the IACP's personal history statement which is included in the Appendix.

The background investigation should be considered as a very important, if not the most important, step in the selection process. Once selected, an individual whose past record is questionable but unknown to the police agency concerned will almost inevitably cause embarrassment to the department and derogate the police image. Without fail, a report should be prepared on every character investigation made by the department; the completed report should become a part of the candidate's permanent record in the event the candidate is hired as a recruit.

The candidate should be informed that any personal history statements will be used for the background investigation, and should continue to be asked to sign a form authorizing the department to inquire into the statements made on the document.

Before actually beginning the investigation, the assigned investigator should carefully review the candidate's background questionnaire. If there are any areas of the statement in which the candidate has failed to provide sufficient detail, it must be reconciled with the candidate.

With regard to the investigation, verification or substantiation should be made of every item on the application or interview form submitted or prepared on behalf of the applicant.

As a minimum, the verification process should encompass the following:

- Personal contacts with schools, if nearby, which the applicant attended. Otherwise, the applicant should be required to contact the high school and/or college, and request that transcripts of academic records be forwarded to the department.
- Contacts with former employees, character references, credit references, former supervisors, and other persons whose names surface during the investigation.
- Neighborhood checks.
- Police records checks in cities of the previous residences of the applicant and members of the applicant's immediate family.



- Personal interviews with the applicant, the applicant's spouse or fiancée, and other members of the family to determine the environment in which the applicant lives and the attitude of family members toward employment as a police officer.
- Military service record and discharge certificate checks.

The use of a polygraph examination should be continued and be considered as part of the background investigation.

The background investigation should be used as a final determination of acceptability as a probationary officer. The final decision to accept or reject the candidate is dependent upon individual circumstances, but, in general, doubtful cases should be resolved in favor of the department rather than the candidate.

The procedure outlined above entails considerable work. However, when one considers the time and money to be invested in every officer, in addition to the important factors of each officer's productivity, morality, and conduct, the time devoted initially is inconsequential.

The primary responsibility for conducting the background investigation should rest with the proposed Personnel and Training Section. However, in those instances where several background investigations must be performed, the department should continue to use the services of other personnel in the agency who have demonstrated a proficiency in this activity.

Probationary Period. The probationary period should be used to observe the new police officer, document proper and improper activity, correct deficiencies and, if the probationary officer is deemed competent, certify the officer as such at the completion of probationary period. Equally important is that the probationary period be designed to eliminate those officers who are unfit for law enforcement service.

Because of the importance of probation in the final selection, we recommend that the probationary period be increased from the current one year to eighteen months. This period of observation and evaluation should begin after the recruit has completed recruit training. This change will require lobbying for new legislation which may necessitate compromise. A compromise position may be for one-year probation to begin after recruit training.

During their probationary period, it is most important that all recruits be placed with competent and knowledgeable officers for the purpose of augmenting their classroom training. These officers should be especially selected and trained for their responsibilities, i.e., the development of recruits. In every case, officers assigned to probationary or supervisory duties must be critical and honest in their evaluation of the present and potential performance of each candidate. A technique which may be employed to avoid retaining inept or unpromising recruits is to require a formal review of the record of each probationer in the month immediately prior to the completion of probation. Every supervisor, field training officer (a discussion of the field training program is found in the section of this chapter which addresses "Training"), and commanding officer of each probationary police officer should be required to attend this review of records. Their comments, together with the probationary reports on

file, should be considered carefully by the chief of police. The chief then should issue a formal statement either accepting the probationer as a full-fledged police officer or terminating the employee.

Order of Events. The sequence of events followed in the selection process is important to its economy and ease of operation.

Generally, the least expensive, least time-consuming, least involved, and the most selective tests should be administered first. The suggested order of events to be followed during the police officer's selection process is listed below:

1. Review the candidate's application to determine eligibility for examination.
2. Written examination.
3. Physical ability examination.
4. Oral interview.
5. Placement on eligibility list.
6. Initiation of background investigation.
7. Psychological/psychiatric examination.
8. Medical examination.
9. Complete background investigation.
10. Appointment.
11. Probationary period.

As mentioned, a weight of sixty percent should be assigned to the written examination. This weight, coupled with a weight of forty percent for the oral interview, should be used to determine the candidate's final score.

Minimum passing scores on both the written and oral tests should be seventy percent, with each test considered independently of the other. After being weighted, the two phases of the examination should be added together to achieve the final grade.

#### Recommendations

1. Assign the responsibility for coordinating and involving the police department in the recruitment and selection process to the commander of the proposed Personnel and Training Section.
2. Continue to require high school graduation as the basic minimum educational criteria for all police officer candidates.
3. Establish the higher educational criteria for those candidates who possess a GED in lieu of high school graduation.
4. Adopt the visual and auditory acuity levels discussed in the text.
5. Adopt the minimum medical standards promulgated by the National Association of Police and Fire Surgeons.
6. Continue to require all police candidates to pass a written examination and oral interview, as discussed in the text.

7. Continue to use the current physical ability examination, but provide a second opportunity for candidates to pass the physical ability test.
8. Continue the psychological evaluation for each candidate as part of the selection process.
9. Continue the practice of conducting a thorough background investigation.
10. Lobby to legislate an 18-month probationary period which begins after the recruit officer completes recruit training.
11. Adopt the order of events for the selection process as discussed in the text.

### Section 3 - Promotion

Leadership qualities, intelligence, and a well-rounded knowledge of law enforcement procedures and techniques are requisites for promotion to positions of higher responsibility in the police service. It is essential that persons be selected for advancement who have demonstrated the greatest evidence of leadership and supervisory potential. This is particularly true when considering promotions to the rank of sergeant since they will form the group from which future command officers and administrators will be selected. All too often, advancements have been made on the basis of seniority or considerations foreign to personal capability and competence. Every effort should be made to promote thoroughly-qualified individuals into command and supervisory positions to ensure and continue competent and effective administration.

In all probability, the future leadership of the Cheyenne Police Department will be selected from the ranks. It follows, therefore, that the initial selection process will leave its imprint upon the department for years to come. Although the initial selection process is difficult, the selection of individuals for promotion is even more difficult and more important. Personnel selected for positions of greater responsibility initially should possess the qualities of leadership and the potential for management and administration. Promotions to the first supervisory position---sergeant---are most important steps in the process. For promotion to sergeant, it is essential to select those individuals who have leadership potential, knowledge of the principles of supervision, and the capability to expand their managerial and administrative skills. Lieutenants and captains should be selected on the basis of demonstrated managerial and administrative skills.

#### Present Promotional Process

The Cheyenne Police Department promotional process for the rank of sergeant, lieutenant, and captain is stated in the Rules and Regulations of the Civil Service Commission. The process also is addressed in the departmental written directives. Selection criteria for advancement to the rank of sergeant, lieutenant, or captain are as follows:

- Have been a police officer for at least three years at the time scheduled for examination;
- Have attained the rank immediately below the rank for which the examination is being given;
- Be capable of strenuous physical activity;

- Have ability to command and lead commensurate with the rank sought;
- Have working knowledge of criminal law and procedure (city, state and federal), police investigative techniques and practices, and departmental policies, rules, and regulations commensurate with the rank sought; and
- Have a good service record.

Selection for advancement is based on competitive examinations and includes the steps described below:

Written Examination. Candidates for promotion to sergeant, lieutenant, and captain are required to achieve a minimum score of 75 percent on a 234-item multiple-choice examination. The written examination for sergeant is prepared by the Wyoming Law Enforcement Academy. Examinations for lieutenant and captain are standardized. The examinations consist of the following:

<u>Category</u>	<u>No. of Questions</u>
General law enforcement	55
Legal issues	50
Vocabulary	43
Use of force	10
IACP Training Keys	16
Supervisory skills	17
Department policy and procedure	43

The score achieved on the written test is weighted at 33-1/3 percent of the final score, which determines placement on the ranked list.

Oral Interview. Candidates for the rank of sergeant, lieutenant, and captain are required to take an oral interview which counts 33-1/3 percent of the final score. The oral board is composed of three persons from outside the Cheyenne Police Department. Members of the interview board generally are selected from police agencies, and have achieved a rank higher than the rank for which the interview is being conducted. At times, members of the board may be civilians familiar with law enforcement practices.

Candidates for promotion are required to submit a resume to the oral board. Candidates competing for the rank of sergeant are given a mini-assessment center exercise consisting of an in-basket and oral presentation. Captain and lieutenant candidates do not go through this procedure. The exercise is not graded but is used by the board to judge the sergeant candidate's decision-making and oral communication skills.

During the oral interview, members of the board may ask whatever questions they deem relevant. Additionally, each candidate must be asked a number of control questions which are provided to the interview board.

Board members are required to score each candidate on a rating form. Dimensions include appearance, education and training, persuasiveness, communication skills, flexibility, command presence, potential, attitude, planning, and organization. Each dimension is defined in writing and provided to the oral board members.



The interview for sergeant generally takes between 30 and 45 minutes. Interviews for lieutenant last approximately one hour, while captain interviews may take up to two hours. Although an attempt is made to give each candidate an equal amount of time, there is no requirement to adhere to the time allotted.

Staff Evaluations. Each candidate competing for promotion is evaluated by supervisory and command officers as follows:

- Sergeant candidates are evaluated by all departmental sergeants, lieutenants, and captains.
- Lieutenant candidates are evaluated by all departmental lieutenants and captains.
- Captain candidates are evaluated by departmental captains.

Staff evaluations are scored on a "Personal Traits" form based on the dimensions of appearance, activity level/productivity, attitude, emotional stability, cooperation, integrity/honesty, community relations, physical courage, initiative, departmental support, and other categories the evaluator wishes to bring forth. The possible scores range from one (low) to five (high). There is also a "not-observed" category. The overall rating for each staff evaluation is computed by adding all numerical values for dimensions observed and dividing by the number of dimensions. The final average in the staff evaluation is weighted  $33\frac{1}{3}$  percent toward the final score.

When all scores are computed ( $33\frac{1}{3}$  for written,  $33\frac{1}{3}$  for oral, and  $33\frac{1}{3}$  for staff evaluation), the candidates are ranked. The chief of police selects the individual for promotion using the "Rule of Three."

### Proposed Promotional Process

A promotional process should be designed to identify persons who are most likely to succeed in the positions for which they are examined. Police officers who demonstrate the greatest leadership and supervisory potential should be selected for promotion through a process which is fair and equitable.

The IACP believes the existing promotional process used by the Cheyenne Police Department contains many features which achieve that objective. We believe the present process should be continued, but with some minor modifications, as discussed below:

Qualifying Experience. A qualifying limit of three years in grade as a police officer should be a requisite for promotion to sergeant, and one year in grade should be required for promotions above the level of sergeant. In this manner, a broad base is provided for competition in a progressive selection process. The use of seniority as a means of breaking ties in scoring should be continued.

Written Examination. The IACP advocates the use of well-constructed written examinations for promotion. The examination questions should relate to the functions for the rank for which the examination is being given. The process of contracting with an outside organization to construct the written examination should be continued by the City. However, care should be taken in designing an objective promotional examination to insure job-relatedness. This implies a balancing of the types of questions to be included.

In the case of the rank of sergeant, the supervisor's responsibilities take priority over any other aspect of the job. For that reason, those

individuals standing for a sergeant's examination should be tested primarily on their knowledge of supervisory principles. A satisfactory balance of content for the sergeant's examination might provide forty percent on supervision, twenty percent on principles of administrative organization, ten percent on departmental procedures, ten percent on state and local laws, and the balance on police investigations and procedures. Examinations for lieutenant and above should contain even more emphasis on administrative material. These examinations should have a content of about twenty percent on supervision, twenty percent on field operations, and the balance on laws, regulations, and local procedures. The written examination should be weighted at fifty percent of the overall examination process. Captains should be selected on the basis of an assessment center designed to measure the knowledge, skill, and ability of a candidate to serve in a command position.

Oral Interview. The control and coordination of the oral interview process should be under the direction of the commander of the proposed Personnel and Training Section.

The existing oral interview process should be continued except that a weight of forty percent should be assigned to the exercise. Additionally, we believe that each candidate should receive an equal amount of time in the interview. The department should continue to use interviewers external to the Cheyenne Police Department.

Likewise, the use of pre-determined questions and a rating form should be continued. Although a nucleus of predetermined questions is advocated, flexibility in the interviews also is important to allow panelists an opportunity to further explore a candidate's credentials.

Again, the IACP Qualifications Appraisal Guide in the Appendix is for informational purposes only.

Staff Evaluations/Promotional Potential Rating. The present practice of staff evaluations should be continued. The IACP advocates the use of this system, and refers to the process as a promotional potential rating. The IACP system is designed to measure and evaluate the candidate's potential to assume additional responsibilities in the police service. At least two, and preferably three, immediate supervisors of each candidate should be required to rate the aspirants, and a weighting factor of ten percent should be assigned to the promotional potential rating. A suggested promotional potential rating form is included in the Appendix.

Appointment Rule. The chief should continue to follow the "Rule of Three" in selecting individuals for promotion. The "Rule of Three" recognizes the imperfections inherent in the examination process, and provides the chief of police with the opportunity to exercise professional judgment in the selection of staff. At the same time, however, the rule limits the chief's discretion to acceptable bounds.

Promotional Probation Period. The performance of new supervisors should be evaluated every three months during a one-year probationary period and the findings discussed with them. Probationers should be counseled by their supervisors and corrective measures should be taken to assist those who fall short of expectations. The probationer should be given permanent status only after successful completion of the probationary period, and after approval by the chief of police. Those probationers who cannot adjust to the

responsibilities of higher rank should be returned to their previous grade, without prejudice.

#### Recommendations

1. Assign the responsibility for coordinating and involving the police department in the promotional process to the commander of the proposed Personnel and Training Section.
2. Continue using sources outside the department to prepare the written promotional examinations.
3. Adopt the promotional process outlined in the text.
4. Continue to require a periodic evaluation of the probationer's manner of performance, as part of the promotional probationary process.
5. Convert probationary promotions to a permanent status only upon the chief's approval.

#### Section 4 - Performance Evaluation

Performance evaluation is a management tool designed to point out significant features of an employee's work. Such evaluations are designed to identify work which is satisfactory, that which needs improvement, and the manner in which the required improvement can be made. When properly used, performance evaluation is an administrative device that aids administrators, supervisors, and individual police officers in improving their performance and thus, the quality of police service rendered to the community.

A well-conceived and conscientiously applied performance evaluation system aids, in particular, the individual police officer. It provides the officer with a regular opportunity to discuss job problems with the supervisor. Through this system, the effective police officer receives formal recognition of accomplishments. The less effective officer is informed of deficiencies and is provided with specific suggestions about the manner in which performance can be improved. Periodic appraisals assist the competent police officer in obtaining greater job satisfaction and provide an incentive to the less competent officers to improve their performances.

Performance evaluation procedures in the Cheyenne Police Department are addressed in a departmental written directive entitled, "Efficiency Reports." As stated in that directive:

The overall objective of the Efficiency Report is to inform employees of the quality of their work so that they may improve their performance. Other objectives include but are not limited to:

- Keep employees informed of what is expected of them.
- Recognize good work.
- Help recognize weaknesses and give employees the opportunity to remedy deficiencies.
- Provide a continuing record of employee performance.
- Verify performance standards.
- Check accuracy of job descriptions.

Currently, all officers are evaluated annually by their immediate supervisors. The procedures allow for the officer to appeal evaluations according to established departmental grievance procedures.

The form is designed to evaluate the officer on specific dimensions using the forced choice method. Both rater and employee must acknowledge that the evaluation has been discussed.

The written directive also offers guidelines for raters based on the IACP performance evaluation system. There is no training on performance evaluation techniques.

The present performance evaluation system is adequate although the form is somewhat cumbersome and lengthy. Additionally, we believe that instruction on performance evaluation procedures should be implemented through a comprehensive written directive, supplemented with supervisory training which stresses the importance of performance evaluation.

#### Proposed Performance Evaluation System

Usually, the IACP advocates semiannual performance evaluations. The six-month frequency provides more timely feedback to employees, and corrects conditions that may become detrimental if continued for a year. However, the Cheyenne Police Department has experimented with the frequency of evaluations, and has determined annual evaluations are more effective. This may be due to several conditions existing in the agency, i.e., stability, training, and quality of supervision.

We do not want to argue with success, and performance evaluations appear to be more effective in Cheyenne than in other agencies with

which we are familiar. Therefore, the annual evaluations should be continued. However, staff inspections should be conducted to insure this level of efficiency is maintained. And, if performance declines, semiannual evaluations should be implemented.

The evaluation system should be administered by the proposed Personnel and Training Section. The entire procedure is detailed in the Guide to Performance Evaluation which can be found in the Appendix. The most recent trends in the field of employee evaluation have been incorporated into this system. Experience has shown that the recommended program has the following advantages:

1. The primary purpose of the program is to provide a vehicle through which each employee may be informed of the supervisor's assessment of performance. It is the intent of this assessment to improve performance or to sustain performance which is already superior. The system should not be used for any administrative action, except to substantiate---not contradict---decisions made to terminate an employee because of poor performance.
2. Summary or numerical ratings have been eliminated. It is not possible through the use of this program to categorize an employee as "excellent," "above average," or in any other similar fashion.
3. The factors included in this system are designed to form opinions about performance, rather than intangible personal qualities.



4. Ample provision is made for explanatory comment and, indeed, such comment is solicited.
5. An employee interview is a major feature of the system. It has been pointed out by a number of writers in the field that the interview between the employee and a supervisor is probably more important to the procedure than any aspect of the system. This interview calls for sincerity on the part of the raters.
6. Explanatory material is a part of the package to be given to raters at the beginning of each rating period. This provides the opportunity for each rater to review the rating program and procedures in order to maximize the opportunities inherent in the system.

The proposed evaluation system should be adopted and put into practice only after an appropriate training program has been instituted for those supervisors who will be acting as raters in the system. Training in performance evaluation logically should be a part of in-service supervisory training. Some of the techniques used in performance evaluation, particularly employee interviewing, are applicable to general supervision. The subject matter can be covered in about four classroom hours. The following schedule is suggested:

- History of performance evaluation and discussion of various systems - one hour
- Philosophy and objectives of the recommended system - one hour

- Procedures, including explanation of evaluation factors, employee interview, completion of the prescribed form - two hours

Control over supervisor's evaluations and comments primarily should be the responsibility of the division commanders. The division commander should review critically the ratings given by the supervisor. Rated employees should be required to acknowledge that they have been interviewed and shown their performance appraisal by signing the rating form. An opportunity should be provided for rated employees to appeal their ratings to higher levels, if they so desire. The original of the form should be routed through channels and should be retained in the employee's personnel file. A copy of the rating form also should be retained at the division level but should be discarded after completion of the following rating period.

One of the dangers inherent in a performance evaluation system is failure to adhere to the time schedules prescribed. Care should be taken to insure that employees are evaluated at the times specified in departmental directives. Once these dates are allowed to "slip," the entire system loses its effectiveness.

#### Recommendations

1. Consider adopting the performance evaluation system described in the text, and illustrated in the Appendix.
2. Evaluate both sworn and civilian personnel, including supervisors up to and including the rank of captain.
3. Continue to evaluate all personnel annually.

4. Conduct a short in-service training program in performance evaluation techniques for all supervisory personnel.
5. Insure that the performance evaluation system schedule is monitored and due dates maintained.

#### Section 5 - Salaries

Salaries, other than their obvious means of providing financial support for an individual, play an important role in the recruitment and retention of personnel. This is true not only in business and industry, but in the public sector as well. Various factors are taken into consideration in determining a salary range for a particular function. Such factors are available revenue, duties and hazards of the particular function or position, abilities required to fulfill that position, and length of education and training necessary to perform adequately. In recent years municipal administrators have begun to realize the importance of the position of police officer, and the duties and requirements that the position entails.

There is a practical limitation imposed on the level to which wages can go in private industry. The limit is dictated by the total productivity of industry and by the irreducible requirement of the various other factors in production. Economists say that when a salary level is established within these limitations it is regarded as an "economic" wage. Thus, businesses which pay an "uneconomic" wage are likely to collapse or at least are forced to adjust. In the case of government, the situation is much different. Financing is largely tax-supported; therefore, is not directly related to a wage-profit relationship. Government is a monopoly in the area of most services and is not subject to the rigorous demands of direct business

competition. In theory, the limit on public salaries is determined by the capacity and willingness of taxpayers to pay.

#### Present Salary Plan

The present salary plan for police officers of the Cheyenne Police Department is shown in Table 5.1. The salary plan for sergeants, lieutenants, and captains is illustrated in Table 5.2.

The present salary plan is based on step increases which amount to approximately five percent. Upon promotion to a higher rank, the officer will always be placed in a salary step which awards a salary increase closest to the salary paid while serving in the rank prior to the promotion.

The salary plan for police officers and sergeants is determined by the agreement between the City and the Police Protective Association (PPA). Salaries for lieutenants and captains are based on the City salary schedule for comparable administrative positions. The chief's salary is open and negotiated with the City. There are no additional salary incentives for longevity, educational attainment, or hazardous duty.

#### Proposed Salary Plan

Although the existing salaries are adequate, we believe the salary structure should be modified slightly to provide a more attractive salary benefit package.

Entry Salary. It is beyond the scope of this survey to recommend specific salary amounts. However, it is recommended that a plan be developed to provide an entry salary at least equal to that

TABLE 5.1

PRESENT SALARY SCHEDULE FOR  
POLICE OFFICER  
CHEYENNE POLICE DEPARTMENT

<u>POSITION</u>	<u>SALARY</u>	<u>SALARY GRADE PROMOTION CRITERIA</u>
1	\$16,253	Starting salary.
2	17,919	Required to have POST Basic Certification and at least one year of service, uninterrupted, with the Cheyenne Police Department. Must meet minimum physical fitness standards of Cheyenne Police Department. Satisfactory evaluations.
3	19,302	Required to have POST Basic Certification and at least two years of service, uninterrupted, with the Cheyenne Police Department. Must meet minimum physical fitness standards of Cheyenne Police Department. Satisfactory evaluations.
4	20,764	Required to have POST Advanced Certification and at least three years of service, uninterrupted, with the Cheyenne Police Department. Must meet minimum physical fitness standards of Cheyenne Police Department. Satisfactory evaluations.
5	21,804	Required to have POST Professional Certification and at least four years of service, uninterrupted, with the Cheyenne Police Department. Must meet minimum physical fitness standards of Cheyenne Police Department. Satisfactory evaluations.
6	22,895	Required to have POST Professional Certification and at least five years of service, uninterrupted, with the Cheyenne Police Department. Must meet minimum physical fitness standards of Cheyenne Police Department. Satisfactory evaluations.

TABLE 5.1 (Cont'd)

<u>POSITION</u>	<u>SALARY</u>	<u>SALARY GRADE</u> <u>PROMOTION CRITERIA</u>
7	\$24,039	Required to have POST Professional Certification and at least six years of service, uninterrupted, with the Cheyenne Police Department. Must meet minimum physical fitness standards of Cheyenne Police Department. Satisfactory evaluations.
	25,241	All of the above and: Two (2) years in grade.
	26,503	Four (4) years in grade.
	27,828	Six (6) years in grade.
8	25,248	Required to have POST Lecturer Certification or Cheyenne Police Lecturer and at least eight years of service, uninterrupted, with the Cheyenne Police Department. Must meet minimum physical fitness standards of Cheyenne Police Department. Two-year degree or NA or SPI or NWTI.
	26,509	All of the above and: Two (2) years in grade.
	27,835	Four (4) years in grade.
	29,467	Six (6) years in grade.

**PRESENT SALARY SCHEDULE  
SUPERVISORY AND COMMAND POSITIONS  
CHEYENNE POLICE DEPARTMENT**

<u>RANK</u>	<u>BASE (STEP 1)</u>	<u>STEP 2 (1 YEAR)</u>	<u>STEP 3 (2 YEAR)</u>	<u>STEP 4 (3 YEAR)</u>	<u>STEP 5 (4 YEAR)</u>	<u>STEP 6 (5 YEAR)</u>	<u>STEP 7 (6 YEAR)</u>	<u>STEP 8 (8 YEAR)</u>	<u>STEP 9 (10 YEAR)</u>	<u>STEP 10 (12 YEAR)</u>
SERGEANT	\$ 23,543	24,720	25,956	27,254	28,617	30,047	31,550	33,127		
LIEUTENANT	\$ 25,346	26,613	27,944	29,341	30,808	32,348	33,966	35,664	37,447	39,320
CAPTAIN	\$ 28,664	30,097	31,602	33,182	34,842	36,524	38,413	40,334	42,350	44,468
CHIEF			O P E N	A N D	N E G O T I A B L E					

paid by the Laramie County Sheriff's Department (\$16,800 per year). We believe that the entry salary for police officers should be competitive with other comparable professional career positions in business and industry in the Cheyenne area. The salary should be competitive with other law enforcement agencies in the area and should be monitored on an annual basis.

Within-Grade Range. The present practice of providing a five percent within grade increase is in accordance with modern personnel practices. We suggest that the step increases place great emphasis upon the formulation of explicit and understandable performance standards. Each employee should be made aware of job performance standards and how these standards will be enforced. Supervisors should be taught the basics of employee motivation and total performance evaluation. They should be held accountable for administering proper training to their subordinates so that job performance standards will be achieved by each employee over like periods.

Rank Differential. The salary differential between ranks should be sufficient to encourage employees to seek promotions, and to compensate those selected for the higher ranks for the additional work and responsibilities attendant to the job. The differential should be awarded upon promotion. At the end of the one-year probationary period, during which performance is periodically evaluated, an increase should be considered. The date of this increase then becomes the date for an annual review and step increase up to a maximum established by the City. The salary differential between the position of chief of police and the next lowest rank should considerably exceed fifteen percent because of the high level of responsibility inherent in that position.



### Recommendations

1. Conduct a salary survey of area police agencies and establish a comparative salary schedule for the Cheyenne Police Department.
2. Award within-grade increases based on performance and merit.
3. Establish salary differentials between ranks sufficient to encourage employees to seek promotions and to reward employees for increased responsibility.

### Section 6 - Fringe Benefits and Conditions of Employment for Contract Personnel

In addition to salaries, there are other factors which operate as incentives for better performance on the part of employees. Studies have shown that the number of hours in the work week, pay for overtime, sick leave, insurance, retirement benefits, and environmental conditions often are as important to the police officer as salary. Fringe benefits constitute an important segment of police personnel costs. The impact of these benefits is reflected in dollars and cents, and in intangible personnel aspects such as motivation and morale.

### Hours of Work

Personnel of the Cheyenne Police Department work a forty-hour week. Patrol personnel are assigned to permanent shifts. The forty-hour week is in accordance with modern personnel practices.

### Overtime Compensation

Overtime compensation for police officers and sergeants is governed by the written agreement between the City of Cheyenne and the Cheyenne Police Protective Association (PPA). Police employees who are not members of the Association are compensated in accordance with the provisions of the Cheyenne Personnel Rules and Regulations. The current practice for overtime compensation is discussed below.

Work Beyond the Normal Tour of Duty. According to the PPA contract, overtime in excess of forty hours in a work week is paid for at the rate of time and one-half. In practice, overtime is compensated in either pay or compensatory time off. However, accumulated compensatory time is limited to forty hours, at which time the employee must take paid overtime.

The contract further stipulates that sergeants are excluded from overtime and not entitled to overtime pay (except during Frontier Days). However, in practice, sergeants who work overtime accumulate compensatory time at the rate of time and one-half.

Lieutenants and captains are classified as administrative positions and not entitled to compensation for overtime.

Compensation for Court. Off-duty court appearances by police officers result in receiving a minimum of one hour compensatory time or pay at the rate of time and one-half. If the court appearance extends beyond one hour, the officer is compensated at the rate of time and one half for actual time spent. Again, the contract excludes sergeants from the overtime pay provision, but in practice sergeants receive compensatory time at the rate of time and one-half.

Call-In Overtime. When officers are called in, they receive a minimum of two and one-half hours compensatory time or pay at the rate of time and one-half. Work or stand-by beyond the minimum results in compensation for actual time spent at the rate of time and one-half. Sergeants receive compensatory time only at the overtime rate.

For the most part, the overtime provisions for the Cheyenne Police Department are fair and equitable. However, there are practices which either conflict with stated provisions or which may have a negative effect on employee morale. For example:

- The PPA contract specifically states that sergeants are excluded from the overtime provisions and not entitled to overtime compensation. However, in practice, sergeants receive compensation (in compensatory time) for work beyond the normal tour of duty, court time, or when ordered in to work.
- Employees are limited to forty hours of accumulated compensatory time according to the provisions of the contract. However, sergeants receive overtime compensation in time only, and several sergeants have accumulated overtime in excess of the forty-hour limit.
- Sergeants with accumulated overtime forfeit their accumulated compensatory time when promoted to lieutenant.
- Captains and lieutenants receive no compensation for overtime worked.

The IACP believes that sergeants, lieutenants, and captains should be compensated for legitimate overtime worked. Furthermore, provisions for such overtime should be stated in an official directive from the City and published as a departmental directive. Additionally, sergeants who have accumulated overtime should be paid for this time upon promotion to lieutenant.

The Cheyenne Police Department attempts to control overtime use by requiring the supervisor to evaluate the need for overtime on calls for service occurring toward the end of a shift. If an incident can be handled without jeopardy by the oncoming shift, overtime is not allowed.

The use of overtime in the Cheyenne Police Department is exceptionally high. In 1984, the department paid for 4,173 actual hours of overtime and 5,758 hours of compensatory time. These figures do not include overtime for court or Frontier Days, or holiday overtime. The Cheyenne Police Department should make a special effort to reduce the use of overtime.

We maintain that if an officer is required to complete a report because of workload or a call received close to the end of the tour of duty, that officer should be entitled to compensation. However, if the officer fails to complete a report because of procrastination, such compensation should not be granted. The granting of compensation should continue to be a decision made by the officer's first-line supervisor after considering the circumstances surrounding the overtime request.

The department should continue its practice of paying officers for overtime rather than allowing an excessive accumulation of compensatory

time. The administration of a compensatory time-off program is difficult since officers will frequently request time off during periods that are inconvenient to management. When a request is made, management has the option of granting time off with a consequent detriment to the police service, having other officers work overtime to cover, or of refusing to grant the time, with a resultant impact on the employee's morale. In the event other officers are required to work overtime while another officer is off on compensatory time, the department falls further behind with respect to having to rely on overtime to provide adequate coverage.

One of the primary missions of a police agency is to keep as many officers as possible on duty at any given time. The use of compensatory time in this regard is self-defeating. Required overtime should always be paid for in lieu of granting compensatory time-off; however, granting overtime work should be carefully and closely supervised to keep such practice at a minimum. Excessive payments for overtime may indicate a need for additional personnel.

#### Vacations and Holidays

Annual leave and holidays for department personnel are governed by the PPA contract and the City Personnel Rules and Regulations.

After one year of continuous service, sworn officers are entitled to eleven days annual leave. Earned annual leave increases at the rate of one day for each successive year of service, provided that an employee shall not be entitled to more than 27 days annual leave in any one year. Sworn personnel are permitted to carry yearly earned vacation

time over to the next year. There is no limit to the number of vacation days which may be accumulated.

The following are recognized holidays for City employees: New Year's Day, President's Day, Memorial Day, Independence Day, Labor Day, Columbus Day, Veteran's Day, Thanksgiving Day, Christmas Day, General Election Day, and one-half of Cheyenne Day.

If the holiday falls on a regular duty day, the officer is paid for that day plus one day of pay or compensatory time at the rate of one and one-half. If the holiday falls on a normal day off, the officer receives an additional eight hours of compensatory time or eight hours of pay at the regular hourly rate.

The provisions for vacation time and holidays are quite attractive. However, the department should control the amount of vacation time an employee may accumulate and carry over.

#### Sick Leave

Department employees accumulate sick leave at the rate of one and one quarter working days during each month of continuous service, to a maximum of sixty days. Employees who have completed four years of continuous service and terminate from the City in good standing receive fifty percent of their accrued sick leave, not to exceed thirty days. The City provides additional incentives by granting additional vacation days for unused sick leave during the year. If no more than three sick days are taken, five additional vacation days are granted. Four extra days vacation are granted for using no more than four sick days, and

three days vacation are granted if no more than five sick days are taken. The sick leave provisions are generous and quite attractive.

#### Other Leaves of Absence

In addition to those leaves of absence discussed previously, certain other absences are authorized according to the conditions described below.

Injury Leave (On Duty). If an officer sustains a disabling injury or accident while performing regular duties, 2/3's of the officer's salary will be provided by Workman's Compensation, with the difference needed to equalize the officer's salary paid by the City. Periodic evaluations of the officer's medical condition will be made and if the employee can work at a light duty function, reasonable accommodations will be made. However, if at the end of six months the officer is unable to return to work, medical disability procedures may be initiated in accordance with the provisions of Section 15-5-308 of the Wyoming Statutes.

Injury Leave (Non-Duty Related). Off-duty injuries are covered by existing sick leave procedures. If the officer's disability is permanent, the medical disability procedures of Wyoming Statute 15-5-308 provide for retirement benefits.

Military Leave. The issue of military leave has been thoroughly researched by the Cheyenne Police Department and documented in Chapter II, Section 1.(3-2-1) of the written directives manual. All department members are given fifteen days leave of absence with pay, annually, to fulfill their military obligations.

Recently, the executive director of IACP signed a "Statement of Support for the Guard and Reserve" which marked the Association's resolve to cooperate with the military duty needs of its employees. Furthermore, this action pledged that the Association would urge police chiefs, nationwide, to do the same.

Maternity Leave. There is nothing in the departmental written directives system which addresses maternity leave. Many females are entering the police service and, to avoid any misunderstanding and to be in conformance with federal law, the adoption of written procedures on maternity leave should be considered.

Presently, the Cheyenne Personnel Rules and Regulations addresses "Parental Leave" in Chapter X, Section 8, and provides that parents of a newborn child, or expectant parents, are entitled to take sick leave and leave without pay up to but not to exceed ninety days.

The Pregnancy Discrimination Act, Pub.L. 95-555, 92 Stat. 2076, as an Amendment to Title VII of the Civil Rights Act of 1964, makes it clear that discrimination on the basis of pregnancy, childbirth, or related medical conditions constitutes unlawful sex discrimination under Title VII.

Section 1604.10(b) states as follows:

Disabilities caused or contributed to by pregnancy, childbirth, or related medical conditions, for all job-related purposes, shall be treated the same as disabilities caused or contributed to by other medical conditions, under any health or disability insurance or sick leave plan available in connection with employment. Written or unwritten employment policies and practices



involving matters such as the commencement and duration of leave, the availability of extensions, the accrual of seniority and other benefits and privileges, reinstatement, and payment under any health or disability insurance or sick leave plan, formal or informal shall be applied to disability due to pregnancy, childbirth, or related medical conditions on the same terms and conditions as they are applied to other disabilities.

The IACP believes that the Cheyenne Police Department should have a clear, documented provision on maternity leave, availability of extensions, accrual of seniority, and other benefits and privileges.

Funeral Leave. The Cheyenne Police Department does not have a directive which addresses funeral leave. Chapter X, Section 9 of the Cheyenne Personnel Rules and Regulations does provide for bereavement leave for all City employees as follows:

All employees will be granted three (3) days off with pay when there is a death in the immediate family:

Wife	Step-Mother	Sister
Daughter	Step-Father	Brother
Son	Mother-in-law	Husband
Mother	Father-in-law	Grandmother
Father	Step-Children	Grandfather

The present funeral leave is acceptable, but quite rigid. Funeral leave should be flexible, and exceptional circumstances need to be considered.

We would suggest that the following conditions be considered as guidelines relative to the granting of funeral leave:

If a death within the immediate family occurs, a member or employee may be permitted to remain absent from duty with pay to attend the funeral or memorial services, for such maximum period of time as is specified below:

- If the service is within the immediate jurisdiction, not to exceed three working days.
- If the service is outside the immediate jurisdiction but within 300 miles of the jurisdiction, not to exceed four working days.
- If the service is more than 300 miles but less than 600 miles from the jurisdiction, not to exceed five working days.
- If the service is more than 600 miles from the jurisdiction, not to exceed eight working days.

Additionally, in special or unusual circumstances, the chief of police should grant funeral leave to allow an employee to attend funeral or memorial services or someone other than those included within the existing definition of immediate family. It is the intent of this provision to cover the situation in which someone other than immediate family has raised the employee, or due to other unusual circumstances, has a very close relationship with the employee. Furthermore, the chief should grant exceptions on an individual basis when more time is needed to deal with a death in the family.

### Retirement and Insurance

Retirement provisions for Cheyenne police officers are covered by Article 3 of the Wyoming statutes entitled, "Policemen's Pension and Death Benefits." The retirement system provides for contributions by the employee and the City. Section 15-5-307 of Article 3 provides for the following retirement benefits:

- Mandatory retirement at age 60 years
- Voluntary retirement after twenty years service with yearly pension equal to two and one-half (2-1/2%) percent of the average annual salary received during the highest paid five-year period, multiplied by the number of years of service (i.e., 50% after 20 years; 62.5% after 25 years, 75% after 30 years, etc.).

In addition to pension provisions, Section 15-5-308 of Article 3 provides for disability retirement of 62.5 percent for on-duty disability and fifty percent for off-duty related disability.

Other benefits provided to Cheyenne police officers include:

- One hundred percent family medical coverage, at no cost to the officer.
- Life insurance policy equal to the officer's annual salary, at no cost to the officer.

The department does not participate in the Social Security system.

### Summary

The IACP believes that, for the most part, the Cheyenne Police Department is providing its employees with an excellent fringe benefit package that is in accordance with modern personnel practices. We recommend that the commander of the proposed Personnel and Training Section carefully review each fringe benefit on an annual basis, to insure these benefits continue to provide for the welfare of the employees. Additionally, the commander of the Personnel and Training Section should develop a comprehensive written directive which clearly explains the rights of and benefits to each employee.

### Recommendations

1. Assign the responsibility for maintaining a high level of knowledge and expertise in the administration of the department's fringe benefit program to the commander of the proposed Personnel and Training Section.
2. Continue to compensate officers for overtime on a paid rather than a time-off basis, to the extent possible.
3. Establish a written directive with respect to maternity leave, as discussed in the text.
4. Establish a written directive with respect to funeral leave, as discussed in the text.
5. Continue the present programs and procedures now in effect (except as otherwise discussed) relating to working conditions and fringe benefits as they pertain to employees of the Cheyenne Police Department.

6. Develop a comprehensive directive which clearly establishes employee benefits.

#### Section 7 - Disciplinary and Grievance Procedures

The term "discipline" is derived from a Latin word meaning teaching and/or learning. Webster's dictionary describes the term "discipline" as "to train or develop by instruction and exercise, especially in self-control; to impose order upon." Unfortunately, the concept of discipline has received a negative connotation which implies punishment or penalty.

Discipline is necessary within any organization. It is, however, of extreme importance in the police organization because the police officer often works alone without continual supervision and the officer is given the authority to exercise discretion within established bounds. Logically, then, without clearly established written directives (general orders, policy and rules), the degree to which the officer exercises that discretionary authority may be contrary to the best interests of the community and the police department.

#### Disciplinary Procedures

The Cheyenne Police Department has researched and promulgated a written directive dealing with discipline. This directive provides for the following:

- A comprehensive list of rules of conduct based on the IACP Publication, Managing For Effective Police Discipline.
- A disciplinary procedure which clearly delineates employee rights and duties; definition of findings in disciplinary procedures; definition of types of disciplinary sanctions; use of polygraph, medical examinations, photographs, and lineups in disciplinary investigations; procedures for accepting complaints; use of criminal investigations (both internal and external to the department) in suspected criminal offenses; the obligation of supervisors and command officers in disciplinary actions; duties of internal affairs; functions of fact-finding boards; explanation of disciplinary forms; and appeals and grievances.

As stated, the Rules of Conduct and, for the most part, the disciplinary procedures have been based on the IACP's research contained in Managing for Effective Police Discipline.

These rules and procedures have been submitted to the City Attorney, City Personnel Department, and Labor Commissioner for the State, for review and comment. Additionally, they have been reviewed by the PPA membership.

The department should continually revise and update the written directives. The original IACP work was published in 1977 and judicial decisions are continually being made which may alter the existing language if not the entire rule. Maintaining up-to-date directives for

discipline is no different than maintaining correct practices for police work generally; constant monitoring and updating is necessary.

#### Grievance Procedures

Grievance procedures for sworn members of the Cheyenne Police Department are contained in the written directives manual as part of the disciplinary procedures. The grievance procedures for civilian personnel are found in Chapter XIII of the Cheyenne Personnel Rules and Regulations. In comparing the two, we believe the procedures for civilian employees are more complete than the procedures applicable to sworn personnel.

The existing departmental procedures disregard the chain-of-command, definition of scope of the grievance, and other formalities commonly found in grievance procedures. Departmental procedures do provide for a grievance committee and final determination by the chief of police.

These procedures should include efforts to resolve the issue being grieved through the chain-of-command. This should result in only the more serious grievances reaching the chief of police. There are several alternatives which may be adopted to resolve grievances. Several of these are identified in the model grievance procedure included in the Appendix.

It is important for the department to promulgate whatever formal grievance procedure is sanctioned by the City. If there are any members of the police department who are not covered by the grievance procedures, then the department should devise a means whereby all members can express grievances, real or imagined, without fear of

censure or reprisal. Such procedures should be widely publicized and understood by departmental personnel.

#### Recommendations

1. Monitor and update disciplinary procedures.
2. Include the chain-of-command in the grievance procedure, in an effort to resolve most grievances before they reach the level of the police chief.

#### Section 8 - Education and Training

In contemporary society, the police officer must make decisions that have far-reaching effects on the entire community. It is the virtually unanimous opinion of professional police administrators, civic officials, and informed laymen that improved police service in the United States can come only when the police officers are better educated and trained. The purpose of education in the police service is to make the police officer a more well-rounded person with broader understanding of the social problems with which the officer comes into contact. The purpose of training is to improve the ability of the police officer to make correct decisions and take appropriate action at the right time. In other words, training develops skills and attitudes needed to perform a complex task. Education develops an individual's capacity to judge between several alternatives to resolve problems and situations. Although the trained police officer can function better if well-educated, an educated person cannot function effectively as a



police officer until well-trained. Obviously, there is a need for both training and education in a modern police department.

#### Present Training

Department training presently is coordinated by a sergeant commanding the Training Unit. Basic recruit training is accomplished in accordance with the mandates of the Wyoming Police Officers Standards and Training Commission which requires that all new police officers receive basic recruit training within twelve months of hire. Basic training consists of 320 hours of instruction at the Wyoming Law Enforcement Academy.

Since the hire date for recruits may not coincide with a new training academy, the department places the recruit in a comprehensive field training program which is designed to orient the new officer to procedures and practices of the Cheyenne Police Department, and law enforcement work. This field training program often is completed prior to the basic academy or may be interrupted if a new academy class begins. In any case, the officer will, within twelve months of hire, receive academy training and go through the field training program.

Field Training. The Cheyenne Police Department's field training program is based on extensive research and field testing to insure that proper procedures are discussed, demonstrated, and performed; and that the recruit is competent. The program follows the field training program recommended by the IACP and includes the following features:

- It is a systematic program administered by the organizational entity responsible for training (under the proposed organization, the field

training program should be administered by the Personnel and Training Section).

- The field training program is twelve weeks long and time-phased to allow adequate training in the fundamentals of patrol procedures.
- Field training officers are volunteers, who are screened for their competency, and who receive instruction in field training responsibility at appropriate schools.
- There is a comprehensive, well-planned, and tested field training manual.
- Field training officers complete at least one observation report per week. These evaluations are discussed with and signed by the recruit.
- There is continual observation, evaluation, counseling, and instruction. At the end of the assignment with the FTO, the recruit's progress and performance is reviewed and a decision is made to either extend the training program or to assign the recruit to patrol.

The IACP commends the Cheyenne Police Department for its excellent comprehensive program. We offer no recommendations for change or improvement. We have included the IACP field training officer instruction guide in the Appendix for information and comparative purposes only.

In-Service Training. A mandate of the Wyoming Peace Officers Standards and Training Commission is that every person who holds a permanent appointment as a peace officer is required to continue training beyond the requirements for basic certification. After obtaining the basic certification, officers must continue training and obtain an advanced and a professional certificate. To obtain the professional certification, officers with a high school education or GED must obtain an additional 160 hours of training within four years. Officers with an associate's degree or bachelor's degree must obtain an additional 120 hours of training within three years, or 80 hours within two years. Failure to complete the training requirements shall result in denial of recertification.

In addition to the above requirements, the Wyoming Peace Officers Standards and Training Commission requires that peace officers who have been awarded professional certification must meet continuous education requirements of forty hours each two years.

The Cheyenne Police Department responds to those requirements in several ways:

- All newly promoted sergeants attend forty hours of supervisory training within twelve months of appointment. Although supervisory training is not a POST requirement, such training counts toward fulfillment of certification training.
- Officers who are in management positions (lieutenants and captains) are required to attend at least one management school annually.

- Criminal investigators attend specialized schools in areas such as arson, burglary, homicide and sex crimes investigation, handwriting analysis.
- The department conduct 24 hours of in-service training annually. This training is approved by POST as meeting their standards.

The sergeant in charge of the Training Unit is responsible for insuring that each officer attends training courses to maintain certification. The department has computerized the training information on every officer, to assist in this function.

Firearms Training. The department has promulgated a comprehensive directive on the use of force, including a firearms qualifications policy. The department conducts eight to twelve scheduled training sessions annually, and all officers are required to attend a minimum of 75 percent of those scheduled sessions. Additionally, all officers must achieve a qualification score of 75 percent at least twice yearly with both on-duty and off-duty weapons. Officers also must qualify with the shotgun. Officers who fail to qualify receive additional instruction. Qualification records are strictly maintained and inspected by the commander of Staff Inspections to insure compliance with the firearms policy.

#### Proposed Training

Training is a priority with the Cheyenne Police Department and IACP commends the agency for aggressive efforts to obtain training. However, we do not fully understand how the agency achieves this level of training on the budget provided. It appears that budget transfers and

special requests for funds are necessary to finance training above that required by state law. In this regard, we urge City officials to consider training requirements mandated by state law to be "minimum standards." And, meeting minimum standards should not be the goal of the agency. Effective training depends on planning with respect to existing and anticipated needs. Planning and budgeting are directly related, and when public officials cut budget requests for training, it places significant administrative restrictions on the chief of police.

The proposed Personnel and Training Section should be assigned the responsibility for coordinating all training programs for the department. Personnel assigned to the Personnel and Training Section should possess, as minimum requirement, a bachelor's degree in police science/administration or other related field.

The training responsibilities of the section commander should include the selection, training, and direction of permanent staff, as well as the coordination of outside instructors. The section commander should not only perform the above specified activities, but also instruct selected subjects as required.

Those personnel assigned to the training function should, by appearance and conduct, reflect the level of competency which the department is striving to attain. The quality of instruction which a police officer initially receives forms the foundation on which the officer will build a career with the department. If the foundation is weak, both the police officer and the department invariably will suffer. Persons assigned to the training function should serve only for as long as a high degree of interest and ability in this assignment is shown.

In-Service Training. All officers should be required to attend a forty-hour, five-day training session at least once every year. During these sessions, current operational procedures should be discussed, as well as departmental policies, goals, and objectives.

One of the most important functions of a police officer is conducting a comprehensive and detailed preliminary investigation. Developing preliminary investigative skills, together with the ability to reduce the investigation to writing, is an excellent area for in-service refresher training.

Regardless of the subject matter offered in training, officers should be permitted to evaluate the program. Their comments should be reviewed by the chief's staff, and worthwhile suggestions and modifications should be discussed and considered in relation to identified training needs.

Several officers should receive special schooling in personnel administration. Supervisory personnel should be encouraged to enroll in management and supervisory courses offered by industry or educational institutions. External training of this type not only is valuable to the individual officer and the agency, but also provides an opportunity for the officer to exchange views and develop associations with officers from other law enforcement agencies, as well as with individuals from the private sector.

The department should establish a daily roll-call training program. Time devoted to roll-call training on each shift should be about five or ten minutes, with the remaining time used for inspections, roll call, and the dissemination of instructions and orders. The time

should be considered as part of the normal work day. No overtime should be necessary for roll-call training.

The IACP Training Key contains material appropriate for roll-call training. Use of the Training Key can facilitate and enhance roll-call training since it provides current information on various police subjects which can be maintained for reference purposes by each officer. Home study is encouraged and advanced study is suggested through the bibliography contained in each Training Key.

Patrol procedures often are taken for granted by officers after graduation from recruit school, but the patrol function involves many techniques that should be reviewed at intervals. For example, individual safety measures should be stressed for the one-officer car operation. Subjects worthy of periodic review include prowler calls, civil disputes, mentally disturbed persons, handling of children, mechanics of arrest, field interviews, and the proper method of stopping a suspect's vehicle.

The responsibility for evaluating and coordinating the Cheyenne Police Department's training needs should be assigned to the commander of the proposed Personnel and Training Section.

Firearms Training. The existing emphasis on firearms qualifications should continue. However, each officer should receive forty hours of classroom and firing range instruction annually, including firearms safety, shoot-don't-shoot situations, and a review of the department's weapons and use of force policy.

### Recommendations

1. Assign the responsibility for departmental training matters with the commander of proposed Personnel and Training Section.
2. Continue the field training program.
3. Make every effort to support and upgrade in-service training programs.
4. Establish roll-call training as discussed in the text.
5. Continue to maintain a records system that reflects the training accomplishments of individuals. Use these records as a resource in the development of future training programs.
6. Implement a forty-hour firearms training and qualifications program for all sworn personnel.

### Section 9 - Police Reference Library

Police officers should have access to current criminal justice literature. Making the published standard works on the subjects of law enforcement and police science easily available to police officers promotes interest and encourages further education and research on their part. Furthermore, the rapid technical and administrative advances in the state-of-the-art of police work demands that the training and education of officers be viewed by management as a continuing process.



The Cheyenne Police Department has established a small police reference library which is under the control of the sergeant commanding the Training Unit. The library contains several standard law enforcement textbooks and periodicals. However, many of the publications in the current collection are dated. The budget for fiscal year 1985 authorizes the expenditure of nine hundred dollars for additional books, and plans are underway to purge the library of material which is not useful, and begin procurement of current police science material.

Procurement of books and control over the library should be a function of the Personnel and Training Section.

In order to secure additional police science material which may be beyond the budget allocation, it is suggested that the following alternatives be explored:

- Forward a request to the local public library to order various recommended books and periodicals primarily for the use of area police officers as a service in the public interest.
- Forward a request to nearby community junior colleges or other area educational institutions which provide training and education in law enforcement subjects.

Recommendations

1. Place responsibility for planning and operating the Cheyenne Police Department library in the commander of the Personnel and Training Section.
2. Acquire publications for the police library as financial resources permit.
3. Establish an inter-loan resource with the local library.

Section 10 - Personnel Records

Personnel records are maintained by the chief's administrative secretary and are secured in locked file cabinets directly outside the chief's office. There are, however, no written instructions in the department pertaining to the responsibility for maintaining the personnel jackets, listing the items that should be filed in each folder, or describing the various uses that should be made of personnel records.

It is proper to store personnel records in an administrative area and to limit access to the records to individuals having a need-to-know. Overall responsibility for maintaining these records (ensuring the placement of authorized records and documents within individual folders) should be assigned to the officer in charge of the proposed Personnel and Training Section. Personnel records should be filed in only one location within the department, and separate divisions should not maintain personnel jackets of any type.

There should be a written procedure defining the collection, contents, filing, storing, indexing, and use of personnel records. Personnel

records should be indexed. The index card should include the individual's name, address, assignment, serial number, grade, and date of birth. Unnecessary data now contained in the personnel files should be discarded. A personal history card should reflect an officer's formal education; skills and hobbies; equipment issued to the officer; departmental history of the officer, including assignments, transfers, and promotions; and other information such as military service and status. A sample personal history card is included in the Appendix.

#### Recommendations

1. Maintain the department's personnel files in the proposed Personnel and Training Section.
2. Purge each individual personnel file of all superfluous material (a list of items which should be located in a personnel file is included in the Appendix).

## FOOTNOTES

<sup>1</sup>National Advisory Commission on Criminal Justice Standards and Goals, Report on Police, (Washington, D.C.: U.S. Government Printing Office, 1973), p. 319.

<sup>2</sup>Arnold v. Ballard, 390 F. Supp. 723 (N.D. Ohio, 1975).

<sup>3</sup>Standards and Goals Comparison Project, Final Report, Volume II Police, Ohio Department of Economic and Community Development, Administration of Justice Division, Ohio State University, 1974.

<sup>4</sup>Police Task Force Report, National Advisory Commission on Criminal Justice Standards and Goals, 1973, The Challenge of Crime in a Free Society, The President's Commission on Law Enforcement and Administration of Justice, 1967.

<sup>5</sup>Task Force Report: The Police, The President's Commission on Law Enforcement and Administration of Justice, 1967.

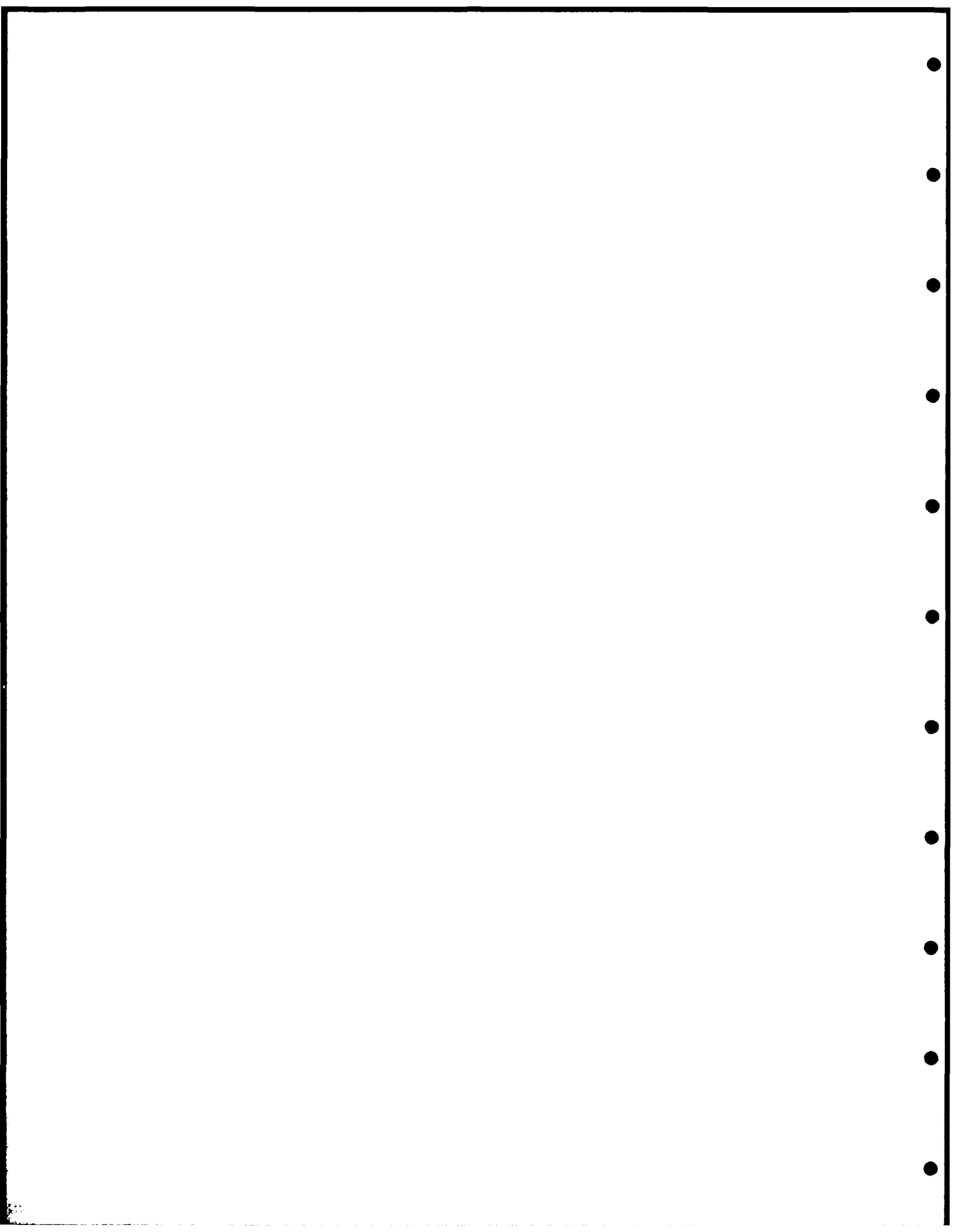
<sup>6</sup>National Advisory Commission on Criminal Justice Standards and Goals, Report on Police, (Washington, D.C.: U.S. Government Printing Office, 1973), p.369.

<sup>7</sup>Cohen, B., and Chaiken, J.M., Police Background Characteristics Performance: Summary (New York: The New York City Rand Institute, May 1972).

<sup>8</sup>Newman James M. and Irving, George , Hearing and Vision Standards For Public Safety Personnel, Commission on Peace Officers Standards and Training, State of California (October, 1974).

<sup>9</sup>Final Report, 2nd Revised Edition, (January 1983, Volume II), published by San Bernardino (California) County.

<sup>10</sup>Based on a paper delivered at the 88th IACP Annual Conference, New Orleans, Louisiana, by Dr. Clarence G. Robinson, Supervising Chief Surgeon, New York City Police Department and President of the American Academy of Police Medicine. (See IACP, The Police Chief, January 1982, p. 49).



## VI

## F I E L D   O P E R A T I O N S

Police objectives generally are achieved through the efforts of operational personnel performing patrol, traffic, and investigative functions. Field operations by far play the greatest role in molding public opinion about a police department. The ultimate objective of police field operations is to provide optimum safety and security for all members of the community. The success or failure of this objective is determined largely by the efforts of line personnel. Although other police administrative and service functions are necessary, they exist primarily to support field operational personnel assigned to line functions.

Section 1 - Patrol

The ability of a police department to carry out its mission is dependent, to a great extent, upon the uniformed patrol officer. The patrol officer must be readily available and, although not always able to contribute to the solution of a problem at hand, is expected to make every effort to be courteous and professional. Whenever a citizen calls for assistance, it is the patrol officer who responds initially. This work frequently is performed in an emotionally charged atmosphere which places great demands upon the officer's psychological makeup. Those familiar with the nature of police tasks generally agree that the most complex and difficult aspect of police work is performed by the uniformed police officer.

Uniformed patrol is the largest segment of a police department, and the effectiveness of its operation has a decided effect on the number and types of crimes committed within the community. The burden of deterrence and apprehension rests with the most immediately available police resource---the uniformed officer. While patrol activity cannot control criminal desire, it can lessen opportunity; therefore, the patrol force must strive to create an impression of omnipresence through effective preventive patrol, increased traffic law enforcement, preliminary investigation of all crimes, and follow-up on certain crimes and incidents. Beyond sustained intensive patrol and enforcement of laws, the patrol force has other functions not easily categorized, but best described as service to the community.

Obviously, the patrol force cannot meet all demands made upon the police; thus, other operating divisions are necessary. To achieve a balanced police operation, it must be recognized that specialized units are secondary to the basic patrol operation. They are needed only to the extent that patrol is unable to achieve full effectiveness in the area of prevention of crime, accidents, and delinquency. The importance, then, of providing adequate organization, supervision, manpower, and operating procedures for the patrol force cannot be overemphasized.

#### Present Organization for Patrol

The patrol segment of Operations is commanded by a lieutenant who reports directly to the Operations captain, and consists of three patrol shifts and Special Enforcement/SWAT. All three patrol shifts are authorized two sergeants and sixteen patrol officers. The shifts operate on an eight-hour day, five days a week. The Special Enforcement/SWAT unit works a flexible schedule, generally Tuesday



through Thursday, 0800 hours to 1600 hours; Friday and Saturday, 1900 hours to 0300 hours, with Sunday and Monday off. The unit is authorized one sergeant and four patrol officers.

#### Proposed Organization

The proposed Operations Division should be commanded by a captain and should be comprised of three patrol shifts and a Special Operations Section.

Each of the three patrol shifts should be commanded by a lieutenant. The lieutenants should command, direct, and supervise patrol operations during their respective shifts. Generally, they should conduct their operations from the headquarters building. The lieutenants should always be in contact with the police communications system and periodically should observe field units, inspect the shift, and oversee the work of the field sergeants.

The lieutenants should not be restricted to desk duties, other than performing necessary administrative tasks in connection with the direction of shift personnel, and command and control operations. Normally, these administrative duties would include scheduling, planning, and deploying personnel assigned to each shift. In accomplishing these duties, all possible assistance should be given to shift commanders by the commander of the Operations Division. Lieutenants should not be restricted to the building, and should have the flexibility to go into the field to observe operational activities and be available immediately as a resource to operations staff. The shift lieutenant should act as commander of all police forces in the City in the absence of other higher ranking members of the department's command staff.

Sergeants should actively direct and supervise patrol operations in the field. Each field sergeant should be responsible for a specific number of patrol officers and for a specific geographical area. In the absence of a shift lieutenant, a field sergeant should be designated as acting shift commander.

#### Administration

Police organizations, like other social and business institutions, are highly dependent upon administrative leadership for efficient and effective operations and attainment of objectives. In this portion of the report, the issues of patrol administration and supervision are addressed, including the leadership qualities that are necessary if recommendations are to result in more effective and efficient patrol operations.

Scheduling and Assignment. As mentioned earlier, patrol personnel are assigned to three eight-hour shifts. Each officer works a five-day week. Supervisors and officers are assigned shifts and days off on a quasi-permanent basis, with rotation available upon request. The shifts generally staff six patrol beats and there is little permanency to the beat assignments.

Officers should be assigned so that the greatest number of personnel are on duty at those times when experience indicates the greatest number of requests for police services are received. Manpower should be balanced with workload on each shift. Beat configurations for each shift should be established as recommended in Chapter III of this report and staffed accordingly.

Patrol beats should be assigned on a relatively permanent basis. Permanent assignment to a beat allows the patrol officer to become more knowledgeable about conditions on the beat, such as residents on vacation, route deliverymen, general geographical terrain, and high-hazard areas relative to crime and accident experience, and results in a more effective operation. The patrol officer can learn the occupation and the habits of residents on the beat, and the various characteristics of industrial and commercial establishments. The officer also can become familiar with the location and types of support services available, such as public telephones and first-aid facilities. In-depth knowledge of an area assists an officer in recognizing suspicious or unusual persons, situations, or conditions.

Further discussion on the subject of shift schedules and rotation of officers is included in a subsequent section of this chapter entitled, "Planning."

Patrol Supervision. The department should strengthen the shift command concept. The shift commander (lieutenant) should be accountable for the operations of a shift, including "off-duty" periods. When the shift commander is off-duty, the authority for shift command should be delegated to a specific subordinate (sergeant) for a designated period. However, the shift commander remains accountable to the division captain for the operations of the shift.

Under the existing system, patrol officers have limited contact with their supervisors. For this and several other reasons, such as lack of training, authority, and challenge, patrol supervision, in general, is in need of considerable modification. This is not meant to infer that the department does not have any qualified supervisors. To the contrary, there are supervisors who are competent and capable of

providing supervision if they are properly motivated and coordinated, and receive sufficient supervisory training.

Each supervisor and potential supervisor in the department should become knowledgeable in the principles and responsibilities of supervision. We have included in the Appendix some guidelines for patrol supervision that should assist both newly assigned and veteran supervisors in carrying out their responsibilities. However, these are only principles stated in a concise written manner. These principles cannot be learned simply by reading. An extensive program of training is necessary to fully comprehend the principles.

The supervisory ability necessary to lead subordinates to accomplish a specified goal is not a natural skill. Although there are many so-called "natural" leaders, the vast majority become leaders through applied and learned supervisory techniques. It is not axiomatic that the competent patrol officer will be a competent supervisor. The police department should undertake a more comprehensive supervisory training program to improve the skills of all supervisory personnel.

Another essential factor for improving the overall image of patrol supervisors is for supervisors to be given a more clear understanding of their role, responsibility, and authority. This can be accomplished by issuance of directives from the chief, explicitly outlining supervisory duties for general and particular occasions. This should give patrol supervisors the knowledge, background, and direction they need to make essential decisions regarding the welfare of the community and the department. Supervisory duties and responsibilities should be addressed further through training.

Planning. Administrative planning to assist patrol in coordinating its efforts toward common goals and objectives is limited. As a result, patrol officers focus their attention on problems known to them from personal experience and on those problems where they have a personal sensitivity.

Data relative to criminal activity, even when gathered, does not always reach the patrol level to assist in planning preventive patrol efforts. Patrol officers should know the type, time, modus operandi, and general pattern of criminal activity occurring in their beats and should plan their patrol effort accordingly. Crucial to disseminating this information to the patrol level is the roll-call briefing which is discussed later. Other methods of dissemination are through summaries of consolidated data, issuance of special orders, and regular interchanges among Patrol, the Criminal Investigation Section, and special operations units.

The most important information available to the planning function is that collected through the efforts and reports of patrol officers. Therefore, planning extends to all levels and effective planning depends on the effective operations and reporting by patrol officers, in a systematic and continuous manner. To facilitate this effort, officers should be assigned to patrol beats on a quasi-permanent basis. Initially, we recommend assigning an officer to a beat for four months. The initial assignment should be based on an informal evaluation of the conditions and activities associated with the beat during the shift hours being considered, and assigning an officer to the beat with suitable training, experience, skill, and ability.

During the first four months' assignment each officer assigned to a beat, in addition to regular duties, should be required to develop and

document a written profile of the beat. The beat profile should include a description of conditions on the beat which impact on the delivery of police services. Examples of these conditions include, but are not restricted to, the following:

- General description (residential, business, industrial. etc.)
- Socio-economic conditions (high unemployment, middle income, etc.)
- Special conditions (schools, churches, fairgrounds, shopping centers, bars, etc.)
- Nature of activity (crime, traffic, vice, service)

Based on the beat profile, the officer should specify the tactics, strategies, and methods most effective in providing police services on the beat. A parallel component is to identify the training and resources needed to effectively provide services on the beat. Objectives for providing these services should be specified.

The document prepared by the beat officer should be reviewed by line command officers up the chain of command and, based on their approval, should be forwarded to the Administrative Section for inclusion in a master plan. In this way, the separate beat profile documents become a plan for providing police services in a beat and, collectively, they become a master plan for patrol operations in the City.

As this system develops, management should be capable of determining the time required for an officer to become productive and efficient in a particular beat. Thus, some beats may require an extended tour by an officer (six to nine months), and other beats may require officers be

rotated as frequently as each week. This rotation schedule is complex to manage, and has some disadvantages; however, the advantages are predominant. Implementing this system should result in having specific objectives achieved in each beat and in patrol operations City-wide.

The beat profiles should be updated semiannually and on the same schedule as an update of the manpower allocation and distribution for patrol personnel.

This system has broad application, and affects all units and functions in the police department. The results of this system should be reflected in an improved records system, a training program more specific to the needs of the Cheyenne Police Department, and operational activities which are more purposeful and directed to the achievement of specific objectives. However, implementation of this system will be complex and difficult. Immediate results should not be expected. Rather, this is an activity with long-range expectations based on the need for sophisticated management and operational systems. Critically important to successful implementation is the support and commitment of supervisory and command officers to insure success.

Report-Writing. The effectiveness of a police agency is directly related to the quality of its reports. Quite often, reports are the only means of communication between and among members of the department. One measure of the professional competence of a police department is the quality of its report-writing. A review of reports by consultants revealed that there is a wide range of report-writing capability within the department, but with some apparent deficiencies in preliminary field reporting. Most of these deficiencies are attributable to a lack of supervisory control and scrutiny of reports,

and the failure of police officers to realize the significance and importance of properly preparing reports.

The central purpose of a report is to assist the reader by providing facts and information not already available. Reports are important in the investigative aspects of law enforcement, for administrative decision-making, supervisory needs, prosecution and court needs, and for public information. The Cheyenne Police Department should emphasize the necessity for producing reports which are accurate, concise, and thorough.

In Cheyenne, the majority of reports are handwritten by officers while on the street; however, reports involving arrests often are written at headquarters. Observations by consultants indicated two distinct patterns concerning writing of reports on the street. Officers write reports while still signaled out on an assigned call, or at some later time during a shift when they are not busy. The concern of the IACP revolves around the potential loss of information when it is left in abbreviated note form for an extended time prior to being written. It is suggested that all complaints handled by patrol personnel be hand-printed in the field while officers are still signaled out on particular calls. Officers processing arrests related to their cases, in headquarters, should also handprint all reports. As soon as all work which must be completed in headquarters is finished, officers should return to their beats and complete any necessary paperwork. This will increase police visibility, enable officers to immediately identify any information missing from the report, and help to initiate a program where supervisors pick up and review reports in the field during the shift. This should improve their control over all aspects of report-writing. This recommended procedure is more reliable in satisfying the best evidence rule, but does not preclude a typed



report, by clerical personnel, of those reports on cases distributed outside the agency.

Further discussion on report-writing is contained in the chapter entitled "Support Services."

Roll-Call. Preshift briefings in the Cheyenne Police Department are conducted in a casual, informal manner in a small room adjacent to the employee lounge and near the officer's locker rooms. Tables and chairs for the officers are not elaborate but are functional. The briefing is conducted by a shift supervisor fifteen minutes prior to the beginning of each tour of duty. Presently, preshift briefing consists of reading general announcements and look-outs, and making vehicle and zone assignments. Daily inspection of officers and equipment is not a routine practice in Cheyenne. Training is not a routine occurrence at roll call.

Off-going shift debriefings, purported to be information exchange sessions with oncoming officers, do not appear to serve this goal. Report-review by supervisors should take place during the shift, not during debriefing. Therefore, it is recommended post-shift briefings be discontinued.

Conspicuous by their absence from roll call are: (1) the crime prevention officer, (2) detectives, and (3) special enforcement officers.

Properly managed, roll call is indispensable to a police department and to each officer's work orientation, currentness of information and procedures, and knowledge. This time should be used for training, information exchange, inspection, and general preshift preparation. To

be departmentally successful, preshift briefings routinely should be attended by patrol officers, criminal investigators, tactical officers, crime prevention officers, and communications personnel. Periodically, the department's legal advisor, the Inspectional Services Section commander, the Administrative Section commander, and the training officer should attend roll call. Likewise, the Operations Division commander can learn a great deal concerning the competence and ability of shift commanders and supervisors by periodically attending roll-call sessions.

The few minutes in which a supervisor has to conduct roll call are a great asset in establishing a close working relationship between the supervisor and subordinates. The supervisor should be well-prepared for the briefing, assist officers in planning their patrol effort, and present material oriented to preparing them for an effective tour of duty in an atmosphere of contagious enthusiasm.

At least ten minutes of each roll-call period should be devoted to in-service training. The IACP Training Keys are recommended for this purpose.

A general system or procedure for assuring the timely dissemination of relevant information from prior shifts to all on-coming personnel should be established. All members of the department can and should, if appropriate, participate in this program. The goal is to assure that all information which may affect an officer's working environment, particularly in relation to potential physical hazards, is available to officers before they begin their shifts on the street.

Grooming standards in the Cheyenne Police Department generally exceed national standards. However, a limited number of officers were observed as falling below these standards, which necessitates routine supervisory attention to grooming. Good grooming does not, in and of itself, make an efficient and well-disciplined officer. However, when an agency insists on good grooming and proper appearance as a matter of general policy, it is taking the first step toward becoming a well-disciplined organization. Poor grooming and relaxed standards for personal appearance not only reflect on the personality of the individual officer, but also are indicative of the supervisor's approval and acceptance of the standards. Supervisors should be held accountable for the appearance of their personnel and should continue to use the opportunity presented by roll call to exercise the authority inherent in this responsibility through the medium of inspection.

In Cheyenne, preshift vehicle inspections are informal as a result of the take-home vehicle program. The informality in this procedure is more than adequately offset by the obvious attention officers give their vehicles off-duty. The vast majority of vehicles serve as excellent examples of the patrol officer's mobile office. These conditions notwithstanding, periodic inspection of vehicles by patrol supervisors should insure continuation of this positive practice.

#### Patrol Procedures

The Cheyenne Police Department uses one-officer, marked vehicles for patrol. The City presently is divided into two districts, east and west, with one squad per shift assigned to each district. On an average, each squad staffs three beats per district. East and west district patrol squad coverage is switched every fifteen days.

Officers are assigned specific beats and generally remain in the assigned areas except when dispatched out.

We recommend the department continue to assign one officer and vehicle per beat, following the beat recommendations discussed in detail in Chapter III of this report.

A patrol officer's time in Cheyenne is divided between responding to calls for service and preventive patrol. While on patrol with Cheyenne officers, consultants observed that their speeds were generally slow enough during preventive modes to allow for reasonable observations.

Back-up Units. The department has no formal policy concerning the assignment of back-up units to police service calls. In practice, however, the unwritten rule runs from little back-up to excessive back-up, with little supervisory control. This situation should be formalized and initially administered from the communications center, with supervisory override at the discretion of field supervisors and shift commanders. Specific calls (burglary-in-progress, robbery, domestic, and fights) should require the assignment of two units. As a planning assignment, each category of police service calls should be evaluated by shift and by hazard factor, and designated as a one- or two-vehicle response. These designators then should become a matter of policy, with upgrades permitted by the field supervisors. A hazard factor code system should be initiated to determine which calls and which areas of the City experience the greatest hazards. A data collection system should be designed to capture the following data on every police service call:

- No apparent hazard

- Minor harassment or disagreement
- Back-up car used
- Resistance by arrestee
- Interference with arrest
- Hostile crowd (serious harassment)
- Officer assaulted (no weapon)
- Officer assaulted (miscellaneous objects)
- Officer assaulted (dangerous weapons)
- Officer assaulted (firearms)

Beat Familiarity. Officers observed by consultants exhibited thorough knowledge of and familiarity with the community. In regard to specific familiarity within patrol zones, the knowledge exhibited was adequate for effective delivery of police services.

Directed Deterrent Patrol. Directed deterrent patrol is defined as an aggressive, proactive patrol technique in which the officer uses noncommitted time to engage in purposeful law enforcement activity, based on specific instructions directing the activity derived from a thorough analysis of crime data. In essence, it is simply scheduling patrol by time and location where historical data indicates that criminal activities will be repeated. While it is beyond the scope of this study to detail the methodology and elements of directed patrol, such information may be obtained through a number of books on the subject. We recommend the following publications for a comprehensive discussion of contemporary patrol methods:

- Improving Patrol Productivity - Volume I, Routine Patrol  
U.S. Government Printing Office, Stock #027-000-00560-8
- Improving Patrol Productivity - Volume II, Specialized Patrol  
U.S. Government Printing Office, Stock #027-000-00561-8

Preventive Patrol. While directed patrol concentrates on specific geographic areas during certain times, preventive patrol involves the entire geographic area of a beat and is conducted continuously when the officer is not committed to other tasks. This police patrol activity should go beyond mere observation. It should involve frequent stops to check doors, windows, and actions of suspicious persons. The officer continuously should alert citizens to take precautions in order to avoid becoming the targets of criminals. It is this constant movement and activity which has the greatest effect upon the criminal's belief that the opportunities to commit crime are not present or that, at best, the chances of fleeing after a crime is committed are remote. Frequent and irregular patrol patterns are necessary actions of enlightened patrol officers.

Field Interview Procedures. It is recognized generally that vigorous patrol diminishes the opportunity for criminal conduct and increases the probability of apprehension. Both of these factors operate to make crime less attractive to those who might be contemplating criminal behavior. Completing field interview reports is a police activity associated with aggressive patrol practices.

The use of field interviews is an important tactic which involves stopping to talk with pedestrians or motorists at particular times and in particular places to determine, if possible, the legitimacy of their presence. In the course of such inquiry, a field interview card should be completed to identify and document the contact properly. It is only in the examination of pedestrians and motorists, by legitimate means,

that officers will be able to expand the deterrence they are attempting to create by their presence, and increase their store of knowledge about persons in their patrol areas. Contact should be made in the manner most suited to the situation and should not inconvenience or otherwise unduly delay any person. If such contacts are properly handled, most people will be favorably impressed with the diligence and interest exhibited by the officers.

Field interview cards should continue to be made available and used by officers. They should receive periodic retraining in the use and importance of this document. The department should establish a policy that field interview cards shall be completed on all persons stopped by police officers during the normal course of their duties, when there is an indication that the individual's name, description, companions at the time, and location of contact could be intelligently conducted. Police officers should interview persons, especially those found loitering near business places or in residential areas, or under unusual or suspicious circumstances. When such contacts are made, they should be recorded formally.

Field interview forms serve several purposes. The names of previously interviewed persons are kept on file for reference if crimes are discovered later. Individuals questioned are made aware of the sustained efforts of the police to provide protection to the public. The form also may be used to note the license number of vehicles parked under suspicious circumstances. The presence of such vehicles should invite a quiet inspection of nearby hazards as well.

Investigation. The principal purpose of the patrol force is to prevent crime. In order to do this successfully, patrol officers should participate in the investigation of crimes and subsequent

apprehension of offenders. Whenever the uniformed force can perform a task efficiently, it should carry out that function. But there is a point when the overall efficiency of the patrol force is reduced because of the excessive time consumed in the task of investigation. A proper balance is required between general police practice as represented by a patrol force and specialized investigation by Criminal Investigation Section personnel.

The Cheyenne Police Department does not have formal policy clearly delineating the division of investigative responsibility. Patrol officers have not been encouraged sufficiently to develop the preliminary investigation to their fullest capabilities. Unfortunately, without a precise delineation of responsibility between the work to be performed by the investigator and the patrol officer, the extent to which the preliminary investigation is pursued has become a matter of officer and supervisory discretion.

A written directive should be published which clearly delineates department policy and assigns the preliminary investigation responsibility to the patrol officer. A model directive is included in the Appendix.

#### Preliminary Investigation

A preliminary investigation is the initial inquiry which immediately follows the report of a crime. The preliminary investigation proceeds to that point where postponement of responsibility will not jeopardize the successful completion of the investigation. Preliminary investigation ordinarily is conducted at or near the scene of the incident but may extend elsewhere, for example, when immediate pursuit of an escaping offender is necessary.



A preliminary investigation should consist of at least the following steps:

- Providing care and obtaining aid for the injured victim or victims.
- Determining if a crime actually has been committed and, if so, what crime is involved.
- Protecting the crime scene from contamination from any source.
- Apprehending the suspect if the suspect is at the scene, or pursuing the suspect if there is any indication that immediate pursuit might result in apprehension.
- Informing the dispatcher of any descriptions involved, direction of flight, and other information which should be broadcast to officers engaged in pursuing or searching, and to others who might participate in such activities.
- Arranging for immediate radio and teletype messages on suspects and wanted persons, justified by circumstances.
- Searching for suspects and witnesses, and obtaining complete and accurate information relating to the identity, address, and other pertinent information about the suspect, victim, and all witnesses.
- Determining what information about the crime is possessed by the victim and each witness.

- Determining in detail how the crime was committed, what evidence is available, and the extent of injury or loss.
- Obtaining written statements from victims, witnesses, and suspects.
- Recording all information clearly and accurately on appropriate report forms.

Departmental policy should require a patrol response to every request for police service. The responsibility for the preliminary investigation of crime, in all but a very few cases, should rest with patrol officers. This is proper since the patrol force is the first to respond to a request for police assistance and has 24-hour responsibility for general police activities.

The department and the individual officer benefit from a policy which assigns responsibility for the majority of preliminary investigations to patrol officers. Adherence to such a policy makes the patrol function more interesting and challenging and, to a degree, imparts some variety to the general duties of patrol. Requiring patrol officers to handle appropriate investigations serves to develop investigative skills among the officers, thus creating a knowledgeable manpower pool for use in future investigative assignments. Also, through their investigative efforts, patrol officers become better acquainted with incidents occurring within their areas of responsibility. This generally results in a feeling of greater responsibility among patrol officers for crime suppression and prevention, and a better awareness of the importance of preventive patrol techniques. When patrol officers have responsibility for conducting the majority of preliminary investigations, a more efficient

use of the regular criminal investigators is realized as their efforts then can be channeled toward producing better follow-up investigations.

The assignment of preliminary investigation responsibilities to patrol officers does not reduce or eliminate their responsibility to coordinate with investigators and supervisory personnel on serious crimes. The decision to call investigators to the scene of an incident should be made by the patrol supervisor after conditions existing at the scene are reviewed. If the preliminary investigation can be completed by the patrol officer, and if there is no apparent need to initiate an immediate follow-up investigation, investigators need not be called immediately. Under some circumstances, however, investigators should be summoned to the scene as soon as possible. An example is:

- When a crime of unusual importance is reported. While importance is relative, it may be said generally that investigators should be called when the extent of personal injury to the victim is great or when the loss or damage to property is extensive. These terms must be defined adequately in a written directive governing preliminary investigation.

In any event, the patrol officer should complete the basic report concerning the incident and should describe in detail involvement in the preliminary investigation. In those incidents in which an investigator is summoned to the scene, the investigator should be responsible for the completion of all follow-up reports required in the case.

Crime Scene Processing. Presently, crime scene processing capabilities in Cheyenne are quite sufficient. In addition to two evidence technicians assigned to Services, the department has approximately twenty officers in both patrol and criminal investigations who have been trained as evidence technicians by the full-time evidence technicians. Currently, the evidence technicians most frequently used are those of the patrol force. When not processing a crime scene, they assume responsibility for routine patrol functions.

A convincing argument for the use of evidence technicians is made by Wilson and McLaren:

The use of evidence technicians for this purpose makes possible the best investigation because (1) the investigation is undertaken immediately or with minimum delay; (2) qualified officers who have undergone intensive training are responsible for it; (3) more expensive, delicate, and complete equipment may be provided since those using it are specially trained; and (4) greater use is made of laboratory facilities since more physical evidence is brought in for examination. The evidence technician, because of his greater skill, saves time and ensures an increased proportion of crimes cleared by arrest.<sup>1</sup>

This issue is discussed in more detail in Chapter VII, Section 3, entitled "Property Management."

Recommendations

1. Organize the patrol function of the Operations Division as recommended in the text.
2. Assign patrol officers to patrol beats on a quasi-permanent basis.
3. Improve the shift command concept.
4. Provide improved supervisory training.
5. Emphasize the importance of the supervisory role.
6. Implement the program of patrol planning as discussed in the text.
7. Require patrol officers to prepare field reports as discussed in the text.
8. Require supervisory review of field reports at intervals during the shift.
9. Encourage attendance at roll call by all on-duty personnel.
10. Use roll call periods for inspections, training, and to insure officers are properly prepared and informed.
11. Develop a system for timely dissemination of information to all personnel at roll call.
12. Insist on proper officer grooming and personal appearance.
13. Continue to use motorized patrol as the primary method of conducting patrol operations.

14. Establish and implement a patrol response system as described in the text, to include the assignment of back-up units.
15. Encourage aggressive and courteous patrol tactics by patrol officers.
16. Continue and emphasize the use of field interview procedures and forms as discussed in the text.
17. Develop a written directive which clearly delineates department policy, assigns preliminary investigation responsibility to the patrol officer, and specifies the division of labor for investigative responsibility.
18. Require all patrol personnel to conduct thorough preliminary investigations.

## Section 2 - Special Operations

Special operations are those activities which enhance patrol operations, provide specialized support, and provide functions which require skills, abilities, and resources oriented to specific needs. The Special Operations Section recommended for the Cheyenne Police Department should be commanded by a lieutenant directly accountable to the Operations Division captain. The section should be comprised of four units---Traffic, Tactical, EOD and SWAT.

### Traffic Unit

The safe and expeditious movement of vehicles and pedestrians on public ways is the goal of police traffic supervision. A police department is

specifically responsible for the quality and quantity of traffic law enforcement, for accident investigation and reporting, and for contributions to safety education endeavors. An effective traffic control plan must be predicated upon factual analysis of traffic demands and a good enforcement program. Traffic control is a highly technical and complex problem which requires a high order of knowledge and skill.

Organization. Presently, traffic activities of the Cheyenne Police Department, other than accident investigation, are the exclusive responsibility of a patrol sergeant with specialized traffic training. The sergeant handles traffic responsibilities in conjunction with routine patrol supervision during Shift 2 (0645-1545 hours).

In our recommended reorganization of the department, we propose that a Traffic Unit be established within the Special Operations Section of the Operations Division. The unit should be staffed by a sergeant who reports directly to the commander of the Special Operations Section.

Responsibilities of the unit should include the training of supervisors and officers of the Operations Division concerning all traffic-related activities; selective traffic enforcement; the analysis of data for use in establishing selective enforcement; and assisting with annual reporting and budget preparation relative to the traffic function.

The Traffic Unit sergeant should be assigned on duty during those days and times when the specialized skills of the position can be put to the best use.

It must be borne in mind that the existence of this small specialized unit does not, in any way, relieve patrol personnel of their responsibility to assist in traffic control and traffic enforcement.

Enforcement. The traffic enforcement function by patrol units should be emphasized so that patrol officers understand that traffic enforcement duties are not assigned exclusively to the Traffic Unit, but represent a significant part of the total preventive patrol mission. Supervisors should stress the importance to the overall police effort of detecting and apprehending individuals who violate traffic laws. Attention should be emphasized concerning both moving and vehicle equipment violations.

Selective enforcement efforts should be applied to high accident frequency locations with locations and times of enforcement supported by accident experience. Accident experience data should be provided by Traffic Unit personnel to patrol supervisors and officers.

Enforcement Index. An excellent aid that should continue to be used in Cheyenne is the "enforcement index." This index is a tool to assist the police administrator in determining the proper amount of enforcement necessary in the community. The enforcement index is a ratio of fatal and personal injury accidents to convictions with penalty for hazardous moving violations. The enforcement index is calculated as follows:

$$\frac{\text{Convictions with penalty for hazardous moving violations}}{\text{Fatal and personal injury accidents}} = \text{E.I.}$$

A city's proper enforcement index level may be determined by varying the index through changes in enforcement efforts until a reduction of accident experience indicates that an acceptable level has been



reached. Through trial, study, and experience in cities with effective programs, it has been determined an effective enforcement index may range anywhere from 15 to 35. An enforcement index of 20 is often considered to be the most effective in an urban environment.

Effective traffic enforcement is one of the more difficult tasks of police work because officers must initiate action against citizens who may not have intended to commit violations. However, traffic laws should be enforced to the best of the officers' abilities.

Accident Investigation. Traffic administrators have a responsibility to prevent traffic accidents and thus prevent property damage, injury, and deaths from occurring on all public roadways. This responsibility should be carried out in the following area of highway traffic management:

- Engineering---designing and manufacturing safe automotive vehicles, components, and accessories; designing and constructing safe highway systems; and installing and maintaining traffic control devices.
- Education---informing the public of the proper driving methods, keeping them aware of traffic problems and dangers, and controlling and improving drivers' license examinations.
- Enactment---the legislature is primarily concerned with this aspect of highway safety; however, traffic managers must furnish records and statistical data to assist the lawmakers in the formulation and enactment of laws, ordinances, and

regulations necessary to define and govern traffic movement.

- Enforcement---this is an absolute primary concern of police agencies. The courts and the state licensing authorities must, of necessity, play a major role in enforcement in order to keep the dangerous drivers off the roads and to improve the driving habits of all road users. The police responsibilities are, of course, to enforce traffic laws by selective enforcement and to investigate traffic accidents.

Diligent accident investigation will provide input for each of the traffic responsibilities enumerated above. Investigation of traffic accidents is certainly a factor in any enforcement effort. Accident investigations also serve to educate drivers, to provide assistance to engineers for roadway and vehicle requirements, and to provide legislative bodies with facts upon which they can base the formulation of traffic laws.

Responsibilities of the proposed Traffic Unit should include assisting patrol with investigations of fatal and serious personal injury traffic accidents, hit-and-run accidents, and municipally-owned vehicle accidents. The existence of the Traffic Unit should not relieve patrol officers of investigating minor, routine accidents. The involvement of patrol officers in this area of traffic management should increase their awareness of traffic problems and make them more sensitive to their responsibilities in traffic law enforcement.

Although it is true that the proper investigation of a serious automobile accident requires certain specialized skills, it is also true that these skills can be taught to and developed by patrol personnel. If these personnel are properly trained, supervised, and equipped, there is no reason for their not conducting traffic accident investigations, particularly those of a minor nature.

Traffic Unit Equipment. With the creation of the proposed Traffic Unit, an analysis of equipment necessary to give traffic equipment the attention it deserves should be undertaken and given serious consideration regarding acquisition.

#### Tactical Unit

We recommend the creation of a Tactical Unit, commanded by a sergeant who is directly responsible to the commander of the Special Operations Section. The Tactical Unit should be staffed with four officers. These officers should replace those currently in the departmental special enforcement unit. The Tactical Unit should provide the basis for a mobile force, and should be deployed in areas of high crime and during those hours that the need for police support is greatest. In general, this unit should provide supplemental tactical support for the entire division.

The unit should work closely with other line units of the department. It should not be directly involved in providing routine patrol services, but should be deployed in general areas and specific locations where it can produce maximum effectiveness in terms of crime repression and criminal apprehension. The areas and location of assignment should be determined by a system of periodic evaluation of high crime areas, and unusual events and incidents. VIP visits, civil

disturbances, natural disasters, unusual crime or traffic problems, and other unforeseen events require additional personnel and equipment for immediate assignment, such as that provided by the Tactical Unit.

The Tactical Unit should work as a team and be deployed against specific crime problems by time of day, day of week, and location of occurrence. Employing the unit in this manner will require that the department develop and disseminate statistical data on crime trends. The Administrative Section, with general responsibility for the planning function, should work closely with the Tactical Unit commander in order to insure that pertinent statistical data relative to crime trends and locations are useful and current.

The Tactical Unit can be deployed in squad fashion to predetermined areas and locations for selective enforcement purposes. Officers may be deployed in one- or two-officer units; in mobile units; in uniform or plainclothes; on foot patrol; or by using other methods of operation. A highly concentrated enforcement usually is much more successful than one scattered over a wide geographical area. The unit should be characterized by versatility and mobility. It should be developed into a strike force capable of performing special assignments on immediate notice.

Consideration should be given to reestablishment of the K-9 positions within the department, for assignment to this unit. Their use can be both cost-effective and efficient.

### Special Weapons and Tactics (SWAT) Unit

A properly equipped and trained Special Weapons and Tactic Unit can be a department's most valuable asset in handling life-threatening crisis incidents. At no time in police work is team cohesiveness more essential than in a situation when life is in danger.

The Cheyenne Police Department has a seven-member SWAT team commanded by a sergeant. Four of the team members and the sergeant form the current Special Enforcement Unit; the remaining three members are patrol personnel. Team membership is voluntary. All team members have been formally trained by the FBI. The team practices regularly as a single unit as well as in conjunction with the Laramie County Sheriff's Department SWAT team. Team members are well-equipped with appropriate uniforms and equipment for this mission. As a result of the one-to-one car plan, all team members carry specific equipment and weaponry in their vehicles to allow for prompt response to any call-outs.

In addition to the SWAT team, the department has two uniformed sergeants trained in hostage negotiations.

We recommend the SWAT duties associated with the Special Enforcemnt Unit be transferred in total to the proposed Tactical Unit. All training with members in patrol and the hostage negotiations should continue and be enhanced as applicable. A formal policy regarding call-out is necessary.

### Explosive Ordinance Disposal Unit (EOD)

The Cheyenne Police Department currently has three sergeants trained as explosive ordinance technicians. Working regular patrol

assignments, their special skills are called upon as necessary. At least one of these specialists is called out for all bomb cases.

We recommend the EOD function continue to operate as is. When activated, unit members will report to the lieutenant in charge of the Special Operations Section.

#### Recommendations

1. Establish a Special Operations Section, commanded by a lieutenant, as an entity of the Operations Division.
2. Establish a Traffic Unit as an entity of the Special Operations Section, staffed by a sergeant.
3. Develop an ongoing program to provide specialized training and traffic data analysis to supervisors and officers concerning traffic matters.
4. Provide emphasis for the active participation of patrol officers in traffic law enforcement.
5. Establish a Tactical Unit as an entity of the Special Operations Section.
6. Move the functions of the existing Special Weapons and Tactics (SWAT) Unit, when activated as an entity, to the Tactical Unit of the Special Operations Section.
7. Create a formal policy establishing guidelines for call-out of the SWAT unit.
8. Maintain EOD capabilities, reporting to the commander of the Special Operations Section, when activated.

### Section 3 - Criminal Investigation

To a degree, criminal investigation is the responsibility of all members of a police agency. The degree of individual involvement in the investigative process usually is determined on the basis of need and circumstance. Crime occurs in a random fashion, and the need for its immediate and complete investigation illustrates the impracticality of placing the total investigative responsibility in one specific police unit. For this reason, each operational member of the police agency must have an understanding of investigative responsibility.

The uniformed patrol officer who drives a marked patrol car prevents certain crimes by a conspicuous presence. The officer is usually the first to arrive at the scene of a crime, and must apply the basic concepts of criminal investigation to achieve the ultimate objective---arresting and taking to court the persons responsible for a crime, and securing a conviction. In some cases, the follow-up investigation of crime may be the responsibility of the patrol officer. In other instances, it may be the responsibility of an investigator. The involvement of specialized investigative personnel normally is dictated by the capability of the patrol force and nature of the crime under investigation. Other factors, such as the size of the department and the nature of the community's crime problem, must be considered.

#### Present Organization

The Detective function is commanded by a lieutenant and staffed with two sergeants, six detectives, one patrol officer on rotating assignment to Detectives, and a secretary.

The basic schedule for the unit is Monday through Friday, with one group working 0700-1600 hours and the second group working 0800-1700 hours. The lieutenant, in addition to commanding Detectives, serves as unofficial media liaison as well as liaison for detectives to the district attorney's office and surrounding jurisdictional agencies.

One sergeant and three investigators are assigned to the Property Crimes function and only investigate burglaries and larcenies. One sergeant, three investigators, and the rotating patrol officer are assigned to the General Assignment function. Responsibilities include all investigations not assigned to Property, as well as polygraph duties. Polygraph duties currently are handled through this unit by patrol officers trained as polygraph operators.

#### Proposed Organization

The proposed Criminal Investigation Section should be commanded by a lieutenant directly responsible to the captain of the Operations Division. The recommended structure clearly depicts responsibility, defines lines of authority, establishes a reasonable span of control, and provides for a coordinated investigative effort. In order to establish a proper grouping of investigative activities, the division should consist of a Crimes Against Persons Unit, a Crimes Against Property Unit, a Youth Unit, and a Vice Enforcement Unit. The general responsibilities of each of the proposed units were discussed in Chapter II.

Rotating Police Officer Program. The department presently authorizes assignment of two police officers to Detectives on a four-month rotation from patrol, although only one currently is in place. Both positions are detailed to General Assignment. We



recommend both openings be filled, and the tour of duty be extended to six months. This system allows uniformed officers the opportunity to gain investigative experience and assists in career development efforts of the department.

Several positive benefits are derived from this program:

- Patrol officers learn the importance of conducting complete and detailed preliminary investigations during the course of performing follow-up work. This results in more comprehensive preliminary investigations and increased skill in report-writing.
- Officers learn that assignment to the Criminal Investigation Section is not necessarily a "glamorous" or "status" assignment but rather one which requires hard work, diligence, concentration, and long hours.
- Management has the opportunity to observe and evaluate the investigative performance of departmental members assigned as rotating officer-investigators. Through such observation, a pool of trained officers are available for future full-time assignment as officer-investigators when the need arises. Equally important is that once patrol officers are rotated thorough the investigative assignment, the patrol effort and cooperation between the patrol and investigative function is enhanced.

There also are certain potentially negative aspects inherent in the rotating police officer-investigator program. First, there is the possibility that the person assigned will not give the best effort to the program because it is a temporary assignment. This negative consequence can be minimized by a positive orientation to the assignment and through supervision. Additionally, it is important to allow the rotating police officer-investigator to participate in some major cases which provide challenge and stimulate interest. Secondly, quite often the commander of criminal investigations or field operations may be reluctant to rotate the police officer-investigator out of the program when the temporary assignment is completed. Often, the reason is given that the individual assigned is a "good investigator" or "has a heavy case load." There should be no exception to the length of assignment. One purpose of the program is to train all patrol officers in investigative work. Failure to rotate a patrol officer out of the program obviously is counterproductive to this objective.

#### Investigative Personnel

The success of an investigation is dependent primarily upon the ability and training of the person conducting it. An investigator must be energetic, resourceful, intelligent, alert, dedicated, and self-reliant. If not inherent, these qualities should be nurtured and accentuated through training and experience. Most crimes are not solved by brilliant exercises in deduction, but rather through intelligent, systematic, and persistent investigative efforts.

A good investigator must build a thorough understanding of the mental process and psychoemotional reactions of individuals bent on crime. Investigators must exhibit patience while seeking information relative to suspicious persons and known criminals in the community. Good investigative practices demand high quality selection and training programs.

Selection. Presently, appointment to Detectives is made by the Operations captain and Detectives lieutenant, from all applicants. This does not assure that the best individuals are being selected as investigators. We recommend assignments to the Criminal Investigation Section be made from the police officer rank and, as is currently the practice, the assignment carry no increase in rank or salary. Likewise, sergeants, lieutenants and captains should be of equal supervisory status regardless of the division in which they are assigned. This system will allow the administrator to transfer officers without having to consider possible losses in rank or pay.

Appointments to the proposed Criminal Investigation Section should be made on a more competitive basis. In an agency the size of Cheyenne, it is difficult to determine a proper level of sophistication with respect to a system of personnel transfers. Expensive, time-consuming methods should not be necessary to satisfactorily accomplish reassignments. One method of selecting individuals for assignment to the Criminal Investigation Section is to give primary consideration to those who have participated in the rotating police officer-investigator program. As officers are rotated through the Criminal Investigation Section, their performance should be rated and attention given to the knowledge, skills, and abilities demonstrated by the officers as they relate to the duties of an investigator. In this manner, a reservoir

of officers is available when positions become available in the Criminal Investigation Section.

Selection by means of the rotating officer program is limited to those officers having been assigned to a rotating position, and should not be the only criteria considered. Additionally, the Criminal Investigation Section commander should carefully review field reports written by patrol officers and identify those individuals who demonstrate above average writing, investigative, and analytical skill. In every department there are some officers who display a particular tenacity for detail. This trait often surfaces in their field reports and is an indicator of someone who might function well in an investigative role.

The records of performance should provide the Criminal Investigation Section commander with sufficient information to determine the persons best suited for assignment as an investigator. The recommendation for assignment should be submitted to the Operations Division captain for approval. It is critical that these decisions be made objectively and without favoritism.

Officers appointed to the section should be retained only if their performance is satisfactory. Substandard performance should result in a reassignment to more suitable duties elsewhere in the department.

Supervisors assigned to this section should not carry a caseload, but should act basically as managers of the investigative operation. Supervisory principles are basically the same for all supervisors. Therefore, it should be possible to move sergeants from patrol shifts to the Criminal Investigation Section. There should never be a complete isolation of ranks or rank structures within the Operations Division.

Training of Investigators. Competent performance in criminal investigation requires specific skills and knowledge in the areas of investigative techniques, evidence, criminal law, court procedures, interrogations, report-writing, and scientific methods of processing evidence. Although it may be possible to acquire the knowledge and skills required to perform criminal investigations properly over a period of time, efficiency demands a more rapid and positive approach. The patrol-investigative rotation system is designed to provide patrol officers with an overview of the investigative function. This overview is not intended as a substitute for investigative training.

The department should provide a minimum of seventy hours of basic training to personnel assigned to the Criminal Investigation Section. The investigator's basic training course, shown in the Appendix, requires seventy hours of classroom and field training. This course provides the fundamentals of criminal investigation, but, in addition, requires formalized field training and reading programs.

It is our recommendation that the commander of the Personnel and Training Section undertake a project designed to develop a basic training program for the Criminal Investigation Section. The major effort of this project would be directed toward identifying resources capable of offering investigative training and skill development to the investigative staff.

All officers need to keep abreast of recent court decisions, statutes, investigative techniques, and newly-instituted procedures relative to investigation. These topics should be included in a program of continued in-service training. Attendance at periodic training sessions or seminars should be required of officers in the division. Seminar-type training sessions should include experts, such as

prosecuting attorneys, judges, and others with expertise in areas directly related to the investigative function.

As mentioned previously, the performance of the investigative staff should be evaluated constantly. Unsatisfactory work during any phase of the training or on-the-job performance should result in an inquiry into the reason for the investigator's substandard performance. Continued deficiency should result in the investigator's reassignment to a more suitable position in the department.

#### Administration

Coordination. There is a need for supervisors of the patrol and investigative functions to discuss mutual problems formally and to identify areas where improvement in operational techniques and personnel assignments are possible. Conferences of this type presently are not conducted in the Cheyenne Police Department. They should be instituted immediately and should be held at least monthly. Many problems arise which require coordination between line sections. Therefore, conferences should include representatives from all of these groups. When specific problems arise, knowledgeable individuals from both sections should meet to analyze the problems and give specific recommendations to improve the efficiency of line operations. If there is total disagreement between the two sections, the Operations Division commander should make a final decision.

Currently, detectives from the Cheyenne Police Department and the Laramie County Sheriff's Department meet each Friday morning to discuss active cases and activities. These meetings should be continued, and the informal atmosphere may be best to encourage discussions.

Additionally, the commander of the Criminal Investigation Section should hold formal staff meetings with section personnel at least once every two weeks to keep them informed of changes and plans involving the investigative process. The commander should seek suggestions for improvement and use the meeting to solicit support for the programs and policies of the administration.

The success of the criminal investigation effort depends to a great degree on the assistance of the uniformed officer. Patrol officers frequently develop and receive information regarding persons and conditions on their beats. At present, the patrol officer forwards the information through supervisors to the investigative elements of the department. Although case status reports are available, patrol officers must use personal initiative to review them. There is a hesitancy for patrol officers to do this based on the perception that if they take the initiative to share the information initially, a parallel effort should be made with regard to feedback. As a result, it is unusual for an officer to receive any notice of the action taken on the information furnished. Investigators should confer with patrol officers on a regular basis and attend their roll calls to encourage and support the participation of patrol officers in investigations. A climate of mutual respect to promote the continuous exchange of information should be developed. Investigators who use information available from patrol officers can develop comprehensive information concerning suspicious persons, including their associates, their habits, and the vehicles they use. Investigators should support the efforts of patrol officers in preventing crime by providing them with investigative information on cases under investigation, particularly those that patrol officers have turned over to the investigators.

The scheduling of work hours for investigators should be flexible, based on workload and hours when they will be most effective. However, general guidelines should be established for a work schedule between the hours of 7 am and 8 pm. Approximately half of the investigative staff should work the hours of 7 am to 3 pm, and the remaining staff from 12 noon to 8 pm. This refers primarily to the Crimes Against Persons and Crimes Against Property Units, with the Vice Enforcement Unit needing more flexibility. It also is recommended that officers be regularly assigned to work Saturdays. Many contacts work out of the City during the week and may not be available for interview by the investigators, but may be more accessible on Saturdays.

Supervision. Sergeants assigned to the Criminal Investigation Section should function as first-line supervisors. They should direct and coordinate the efforts of subordinates in the field. Investigative efforts may be appraised realistically by supervisory review of case reports, activity reports, assignment records, comparative summaries of activities and results, and by personal observation.

In the latter instance, the sergeant should spend time accompanying subordinates in their daily activities, watching them interview, and discussing the case at hand. The opportunity should be used to gather information about the officer and collective qualities of the unit so that recommendations for improvement may be generated. The sergeant should be especially careful to resist taking over from an investigator who is making an error, unless the error truly is critical. Rather, the sergeant should take corrective action, tactfully and without embarrassing the investigator.



Supervisors constantly should guard against assuming immediate command in every case. Entry of a command officer into an investigation should be dependent upon the crime, the ability of the investigator(s), the number of personnel involved, and the varied activities that must be performed. An incident requiring command participation would be an aggravated homicide with extenuating circumstances requiring a large number of investigators, the coordination of persons from other sections and units, and coordination of outside agency participation. This, of course, is the exception.

Supervisors are administrators and should be held responsible for the operation of their units. As is currently the practice, supervisors should review summary reports, evaluate the quality of performance of the unit, seek methods for improvement, observe and recommend changes in the training program for investigators, provide discipline, observe field operations periodically, supervise the work of subordinates, and report activities of the unit to the section commander.

Currently, supervisory officers conduct inspections and review cases where investigators have been unable to obtain a complaint or have lost cases in court. This review reveals deficiencies such as poor case preparation, improper testimony, and the like. This practice should be continued as it establishes good rapport with prosecuting attorneys and judges. It behooves the section to establish a program to assist and orient new attorneys and judges, to explain departmental procedures and operations, and to discuss and solve mutual problems.

The Criminal Investigation Section commander should bring about a unity of purpose among all units in the section. This is a difficult task since the investigators are specialized and preoccupied with specific cases. Each may tend to overlook other ongoing investigations and

potential investigative leads not of immediate concern. The section commander should insure that there is a constant flow of information among the various units. This can be accomplished by holding regularly-scheduled staff meetings where problem cases and future activities can be discussed.

The section commander should strive to obtain effective coordination and cooperation among investigators and other field units. When appropriate, the commanding officer should appear before patrol line-ups, compliment officers on their cooperation and commendable efforts, and provide feedback on the status of cases under investigation.

The commander has the obligation to see that the established procedures are followed uniformly throughout the section. As new procedures are suggested and developed, the commander should review their applicability throughout the section.

Procedures. The detectives have no formal administrative procedures manual. As a result, some work, such as reviewing all written cases, is inappropriately placed. An analysis of administrative procedures necessary to the smooth operation of the section should be undertaken and formalized in writing.

Performance Evaluation. In Chapter V, entitled "Personnel Administration," we recommend that the department adopt a performance evaluation system similar to that included in the Appendix. We reinforce that recommendation here and urge the Criminal Investigation Section commander to devote considerable attention to the administration of the system. Secondly, we recommend that the Criminal Investigation Section prepare performance summaries from the assignment

slips and daily activity reports for each unit and individual investigator as follows:

1. The number of cases investigated in each crime category.
2. The number of cases cleared.
3. The number and value of property recoveries.
4. The number of arrests and the crimes involved.
5. The number of Supplemental Reports prepared.
6. Cases open.

This information can be compared with similar compilations for previous periods in order to note progress or retrogression on the part of investigative personnel. The compilation should give the division commander and the section commander an insight into the productivity of the individual investigators and units.

In addition to the above information, an analysis of noninvestigative time is helpful. In interpreting such information, the following should be kept in mind:

1. Certain crimes are cleared more readily than others.
2. The type of geographic area in which the investigation is conducted may make evaluations more difficult.
3. Reliable investigators tend to receive the more difficult cases, and at first glance, the results

of their activities may appear inferior to those investigators of less ability.

4. The workload may vary somewhat depending on the hours of assignment.
5. Time spent in court must be considered.
6. Desk duties, vacation, and sick leave must be considered.

On a semiannual basis, the supervisor-in-charge of each investigative unit should prepare, for the section commander, a justification for each investigator assigned. Such a justification should include a review of the performance of the investigator. This will provide a realistic means to determine personnel needs, and will provide an objective method for readjustment of personnel strength of each unit. This will be necessary particularly during the formative stages of the recommended organization, and also will serve as an excellent administrative service at any time.

In the Appendix, we have provided a form (Daily Activity Report) which allows the classification of work into the proper categories for budget purposes, and provides a running log of all activities, including investigations, assists to other officers, court appearances, and so on. It should include the vehicles used and the mileage, time of commencing and ending assignments, case numbers, and names and addresses of persons interviewed.

This document serves as an administrative method of control over the activities of investigators (as well as all other field personnel), provides the department with a means of determining manpower and

vehicle use, and can be used as a checklist of reports due from the investigator.

#### Case Assignment and Reporting

Case assignment presently is being conducted by sergeants after preliminary review by the section lieutenant. Workload is monitored, and cases assigned by use of a case activity sheet. Individual officer caseload averages fifteen cases per month. Most case assignments are made by division between property and general assignment first, and then by individual expertise. There is no established time frame for handling any part of an investigation. Weekly, investigators document their activities on individual cases.

A case follow-up book presently is used to establish administrative control over the case. The unit supervisor selects and assigns the officer who will conduct the investigation, and continues to provide case supervision. At the section level, a case file should be established by type of crime (retained only while active) and the second copy of the report should be used by the investigating officer as a working copy. One assignment slip should be filed, by the section, in a "due date" file, and a second copy of the assignment slip should be filed under the name of the investigator assigned to the case.

In every assigned case, the investigator should continue to submit a report of activities for each case, as soon as possible and in no event, later than ten days from the date of assignment or last follow-up report. The weekly case activity sheet should continue to be used. These reports should be submitted on a supplemental report. When the follow-up report is received, the date slip should be noted

and refiled on a new "due date" if additional investigation is necessary. Otherwise, the results of the investigation should be noted briefly on the assignment slip, which then should be filed by the officer's name.

The master copy of every progress report should be forwarded to the Records Unit following a review by the operational supervisor. Following reproduction, one copy should be filed with the master case file in the Records Unit, and additional copies prepared and distributed in accordance with established procedures.

Assigned personnel must indicate by appropriate notation on the Supplemental Report all changes in crime classification. The Supplemental Report indicates the officer's recommendations concerning both the UCR formal "clearance" classification of the case and the investigative status of the case. These classifications are standardized nationwide, consistent with current practice, and should be learned by every investigator and records-review person so that statistical data is consistent throughout the department.

If the crime classification is changed because new facts are developed during the investigation, the reports in the case should be refiled by the corrected classification, if warranted. The grouping of reports within the crime subdivision in the investigative offices is an aid to determining crimes that probably were committed by the same person or persons, and also is helpful in questioning suspects concerning past activities. Classifications for this purpose should be broad enough to avoid misplacing case reports and to facilitate searching for them.

The assignment slips accumulated by each officer's name will permit equalization of the workload and notation of results, such as names of

suspects, cases cleared by arrest, property recovered, and the like. Later, these may be used to compile monthly reports of section accomplishments and summaries of cases handled by individual investigators.

Cases should be assigned to individual investigators, and a suspense or tickler file should be established by the supervisor to call attention to each case, and to insure that a follow-up effort has been made and a supplement to the report has been written. In each case assigned, the investigator should have developed and followed all available leads and made personal contact with the victim or complainant. This check by the supervisor should be seven days following the initial assignment of the case, and should involve reviewing the written supplements to the original report and indicating the results of the investigator's effort. The supervisors should continue to make these periodic checks at seven-day intervals until the case is satisfactorily completed.

Investigative Status. The monitoring of a case, as discussed above, introduces the need for an administrative decision of "closing" or "suspending" cases. For example, a case may be "cleared by arrest" but this does not mean that the case is "closed." Additional investigation beyond the arrest stage may be needed to obtain further evidence or apprehend co-conspirators. The terms used by the various investigating details should be standardized. The following administrative determinations should be used to indicate the status of investigations:

"Open"

This disposition should be used when an active investigation of an incident is continuing.

### "Suspended"

This disposition should be used when every logical avenue of investigation has been pursued and exhausted and the case is not "solved." The investigator should request that the case be suspended by briefly stating the reason for the recommendation in a supplemental report. Suspension of the active investigation may be warranted only if approved by the commander of the Criminal Investigation Section. Should additional information be developed in the future, the case can be returned to an "open" status.

### "Closed"

This disposition should be used when a noncriminal investigation is completed, when an investigation clearly establishes that no offense or attempted offense occurred, when the identity of an offender is known but a decision not to arrest has been made and, of course, in those cases "cleared by arrest" and "exceptionally cleared" when all perpetrators have been arrested and the court has disposed of the matter. After appearing in court, investigators should submit final supplemental reports to report the final disposition of the case.

### Investigative Procedures

No single unit of the police department can be charged with the exclusive responsibility for criminal investigation because it is necessary to institute investigation of a crime promptly, once there is knowledge of it. Therefore, criminal investigations are divided into



two distinct but closely related phases---preliminary and follow-up or continuing.

The preliminary investigation includes those activities conducted by the officers who arrive at the scene first (usually patrol officers) and the functions which immediately follow. A follow-up investigation involves identifying the perpetrator, recovering stolen property, and preparing the case for court. Under normal circumstances, this is the responsibility of the investigator. A detailed explanation of what constitutes a preliminary and a follow-up investigation is contained in the Appendix.

The present policy, which has proven to be effective and reasonable, is that of assigning the entire investigation of noncriminal incidents (except death and missing person cases) and a majority of misdemeanors (except certain vice cases) to the uniformed force. Even in felony cases, the uniformed officer performs the preliminary investigation, and the responsibility for the follow-up investigation is transferred to the investigators. The assignment of investigative responsibility as discussed here and in the Appendix bring further advantages to the department:

- It allows immediate continuing response to all calls for police service.
- It provides uniformed officers with investigative experience by allowing them to investigate less serious matters completely and provides the opportunity for them to observe specialists in felony offenses.

- It allows supervisors to observe the investigative efficiency of patrol officers, thereby providing a basis for considering the officer for assignment to investigative duty at some future date.
- It clearly fixes the investigative responsibilities of the uniformed and investigative forces.
- It improves police efficiency by allowing patrol officers to return to their basic duty and, at the same time, provides sufficient specialized attention to more serious crimes.
- It insures that every crime receives follow-up investigation and victim contact by a member of the department, when necessary.

Upon receiving a case, each investigator should contact immediately the victim or complainant. In this initial contact, the investigator should identify himself/herself as the officer responsible for investigation, and solicit any additional information the victim can add to the preliminary report. The investigator should work diligently to develop and pursue all available leads pertaining to the case. Five days later (using a suspense or tickler file), the investigator should make a second contact with the victim or complainant and report progress on the case, solicit additional information, or report on final disposition. If the case has not been completed, the investigator should continue efforts to develop and investigate leads. On major cases, the investigator should make subsequent contacts with the victim, at appropriate intervals.

The advantages to this follow-up system are as follows:

- If properly conducted, it demonstrates a sincere interest in the victim or complainant's problem.
- It systematically brings the case to the investigator's attention so the case is not overlooked in favor of a more "interesting" case.
- To some investigators, it is subtle pressure to clear the case. (They dislike admitting to the victim that the case has not been cleared.)
- It results in clearances. (Property reported stolen sometimes is located by the victim, who then might be hesitant to call back and admit to error.)
- The system encourages citizen response and interest.

Whenever practical, investigators should continue to dictate reports on tapes. As currently practiced, the clerk-typist recommended for assignment to the Criminal Investigation Section should transcribe the tapes and perform other administrative support duties. Investigators should review and initial or sign each report after it is typed and prior to submission to the unit supervisor.

The follow-up report submitted by the investigator should indicate recommendations concerning the Uniform Crime Report clearance status and also the investigative status of the case. The Uniform Crime Report clearance procedures are discussed in Chapter VII of this report.

One-Officer Assignments. Normal procedures in the Cheyenne Police Department require investigators to work alone except when conditions dictate otherwise. There is no question that certain phases of investigations require two or more investigators, particularly when arrests, prisoner transfers, vice investigations, and other hazards are involved. However, most investigative assignments do not fall in these categories, and one-officer assignments are preferable from a production and economical point of view. Individual case assignments provide a means to measure the workload, productivity, and performance of individual investigators. It is difficult to measure these variables when two-officer teams are employed. The current practice of one-officer assignments should be continued.

Investigative Checklists. There are numerous tasks and reports to prepare relative to crime scene examinations and follow-up investigations. Complex investigations often require the use of several investigators to conduct crime scene searches, interview witnesses, and collect and preserve evidence. To insure against the inadvertent omission of a necessary investigative step, investigative checklists should continue to be used to provide an effective means of directing and coordinating personnel. In general, these checklists should be used in relatively complex cases, such as homicide and arson. An example of an investigative checklist for a homicide investigation is included in the Appendix.

Evidence Procedures. The science of criminalistics is becoming increasingly important to police work. The solution of a case often hinges upon laboratory analysis of evidence found at the scene of a crime. In crimes involving persons or property, there are few instances in which physical evidence is not present. The knowledgeable police officer or investigator, realizing the potential of evidence to

activities to locations where they can go unchallenged. This statement is only partially true. Commercialized vice is normally a profitable business, but if it becomes less profitable and it's more difficult to avoid arrest and punishment, a number of the persons will cease their illegal activities.

Enforcement activity also should be encouraged from every citizen, in the form of information. However, the department should initiate such cooperation by providing a receptive attitude toward such information. Every vice complaint should be recorded in writing and entered in a complaint filing system, with provision for follow-up and eventual purging in the event that the information proves inaccurate.

Joint operations with agencies in surrounding jurisdictions, and state and federal agencies should be undertaken in a spirit of cooperation, as appropriate.

#### Youth Unit

Organization. Currently, the only specific youth-related assignment in the Cheyenne Police Department is in the General Assignment function of Detectives. The department has one investigator assigned full-time to investigate child abuse cases and one patrol officer who assists this investigator on a part-time basis. All other youth-related issues are interspersed throughout the department, with limited coordinated efforts directed towards them.

We recommend that a Youth Unit be established subordinate to the Criminal Investigation Section. Staffing for the unit should be one sergeant (supervisor) and two police officers (investigators). Clerical assistance for the unit should come from the Criminal

Investigation Section. Officers of the unit should be available on duty and call back, as necessary. An analysis of their proposed workload and past workload history should help determine optimum hours.

The following types of responsibilities should fall within the purview of the Youth Unit:

- Act as a resource to the Operations Division in matters relating to juveniles.
- Investigate family-related offenses involving juveniles (child abuse, neglect, dependency).
- Investigate truancy, runaway, and other forms of incorrigibility by juveniles.
- Investigate acts of delinquency.
- Investigate certain crimes where children are the victims.
- Identify and provide surveillance of locations that tend to contribute to juvenile delinquency.
- Provide assistance to investigators on criminal cases which are found to be perpetrated by juveniles.
- Establish continued liaison and coordination with the juvenile court, juvenile probation officers, and counselors.
- Establish continued liaison and coordination with the local school systems.

- Actively participate in police-community relations which pertain to juvenile problems.

Personnel. Providing youth services requires specialized skills which are not thoroughly developed in police recruit schools. The investigators assigned to the proposed Youth Unit should receive intensive training in youth work and other aspects of juvenile delinquency and dependency. This training should include instruction in the identification, handling, and referral of youthful offenders.

Operations. We recommend that the Youth Unit establish a close relationship with other units of the Criminal Investigation Section. This relationship should be informal in nature, but there should be scheduled staff meetings to bring together section supervisors in order to discuss mutual and individual operational problems. Members of the Youth Unit should make it a routine practice to attend patrol roll call as often as possible.

Youth Unit information should be available to the department twenty-four hours a day. Therefore, these records should be maintained by the Records Unit, where proper records management practices may be applied and to relieve line units of routine records-keeping tasks. Records located in the Youth Unit should be limited to working files only.

Each official contact of a juvenile, whether it results in arrest, a notice to appear, a juvenile citation, or an official reprimand and release, should result in the completion of an Incident Report. This report must contain sufficient identifying data regarding the juvenile's identity, parents, residence, school, and information about the incident including the date, time, and location as well as a brief

narrative and the disposition. The Incident Report should be forwarded to the Records Unit, to be filed separately but as part of the overall system.

Police officers should exercise particular discretion with respect to juvenile files. These records may be of value in police investigations and statistical studies, and for conducting research and studies of individuals to determine proper disposition. The following practices should apply:

1. Refrain from making permanent records of insignificant trivia.
2. Periodically purge files and records having no lasting value.
3. Insure that all records are complete, including the disposition.
4. Insure that records will not be made available to unauthorized persons.
5. Provide necessary controls when records are reviewed for official purposes.

Storage and retirement practices of juvenile records should follow state-mandated requirements.

Equipment. We recommend that at least one on-call Youth Unit officer be permitted to take a City vehicle home. Youth officers, if they are to be an effective departmental resource, should be readily available to respond when their assistance is needed. This



responsiveness would be enhanced if the officers did not first have to go by headquarters to pick up a vehicle.

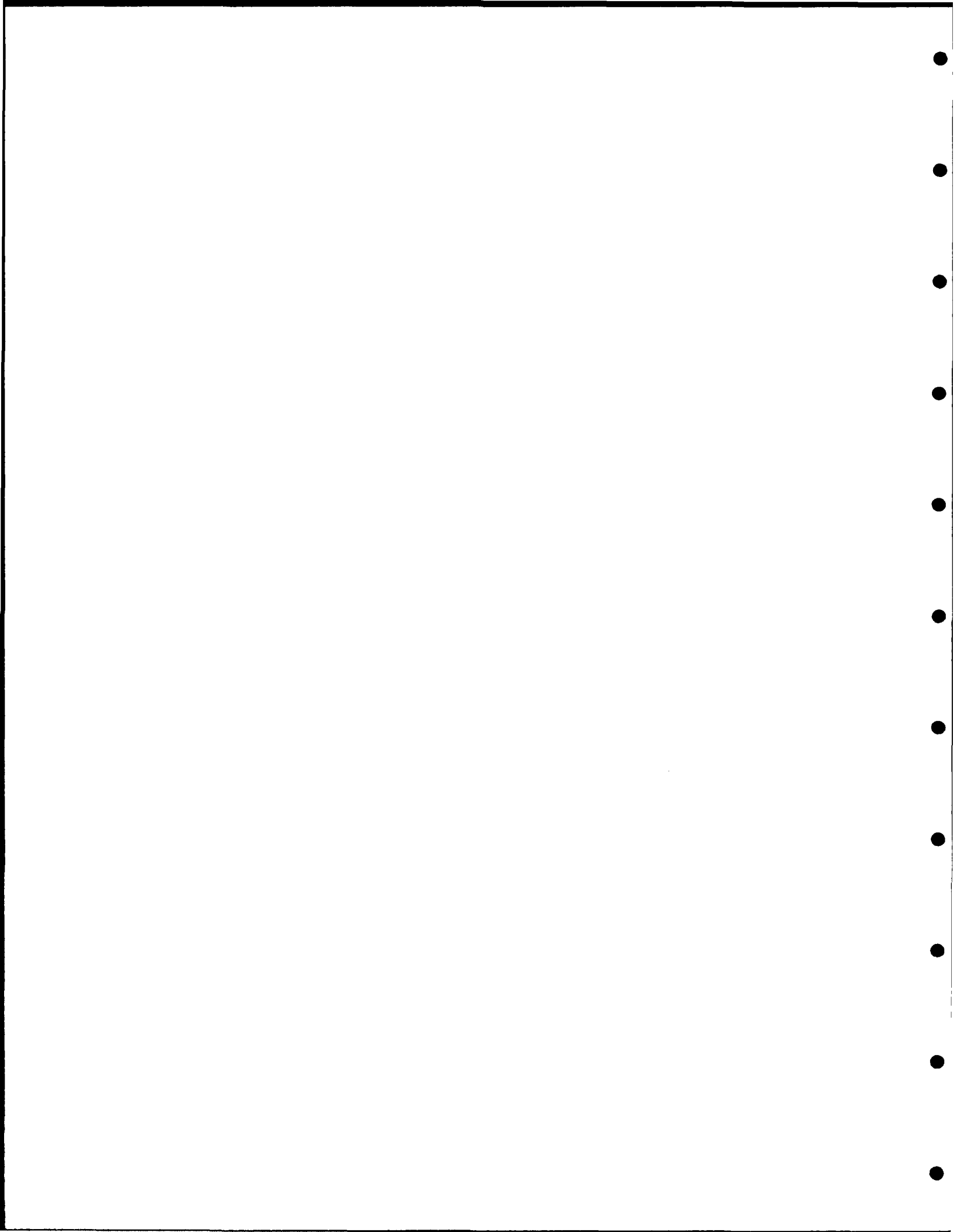
#### Recommendations

1. Organize and staff the Criminal Investigation Section as recommended in the text.
2. Continue the Rotating Police Officer-Investigator Program, with modifications as described in the text.
3. Adopt a system for selecting individuals for assignment to the Criminal Investigation Section, as recommended in the text.
4. Develop an effective training program for investigators, as recommended in the text.
5. Establish a program of monthly meetings with supervisors from the uniformed and investigative sections, to discuss mutual problems.
6. Establish staff meetings between the commander of the Criminal Investigation Section and investigative personnel, as discussed in the text.
7. Adopt the recommended method of case assignment.
8. Require investigators to submit follow-up reports every seven days.
9. Adopt the three investigative status designations as indicated in the text - "open," "suspended," and "closed."

10. Continue the practice of making case assignments to one investigator, except when conditions in the case dictate otherwise.
11. Continue to use a checklist for use in the investigation of special criminal offenses, as discussed in the text.
12. Establish a Vice Enforcement Unit as an entity of the Criminal Investigation Section.
13. Promulgate written directives to guide officers in vice enforcement efforts.
14. Encourage the interest of patrol officers in the suppression of vice activities through improved observation, coordination with the specialized unit, and effective law enforcement.
15. Establish a Youth Unit as recommended in the text.
16. Provide additional specialized training to Youth Unit investigators.
17. Adopt the take-home vehicle program for the Youth Unit.

## FOOTNOTE

<sup>1</sup>O.W.Wilson, and R.C. McLaren, Police Administration, 4th ed. (New York: McGraw-Hill, 1977). p. 507



## VII

## S U P P O R T   S E R V I C E S

Support services in police agency management includes those activities associated with communications, records, property and evidence management, detention facilities, informational systems, and the management and maintenance of buildings and equipment. These auxiliary or support services are critical to the overall effectiveness and efficiency of the department's efforts to deliver police services. While the patrol and investigative units generally provide the direct police services, supporting units establish the link between the public and line units; provide information to guide line units and serve public needs for documentation; provide transportation and equipment; safeguard property and analyze evidence; provide for safekeeping of persons brought into custody by officers; and provide a safe and comfortable facility for the officers. It is for these reasons that appropriate management attention be given to increasing the effectiveness and efficiency of support services.

The Services Division in the Cheyenne Police Department should be commanded by a captain and staffed as described in Chapter II, Organization. The captain commanding the Services Division should evidence a desire for administrative work and be well-versed in the principles of management.

This chapter is divided into five sections. Each section is devoted to a single support services function.

### Section 1 - Records

The true value of a police records system can be measured by the extent to which the system contributes to the improvement of police administration and police operations. A centralized Records Unit places responsibility for the effectiveness of police records in a single person.

To be an effective tool of police management, the records system should be more than mere storage units. An efficient records system in a police agency requires the timely collection of information and the ability to disseminate the collected information in an efficient, effective, and economical manner in order that department administrators and operational personnel can easily retrieve reliable information, analyze it, and use the results to make sound decisions and arrive at solutions to problems.

From a tactical standpoint, records should be able to produce a clear picture of the nature and extent of police problems, the amount of crime, location of hazards, the causes of traffic accidents, and similar matters. Administratively, the police should be able to obtain needed data to use material and human resources effectively. Records analysis and planning provide sound methods for realistic budgetary determination, and provide the information required in order for personnel to be distributed more effectively among the various functions of the department.

### Present Records System

Present records-keeping activities primarily are centralized. Exceptions to this system include the fingerprint files and mug shot slides which are maintained by the laboratory technicians, and City warrants which are maintained in the communications center.

The existing system of processing reports includes: (1) an initial check of all reports by the detective commander, (2) pick up of all work by a data entry clerk, (3) data entry of all arrests, incident cards, case reports, field interview cards, accident reports, traffic tickets, and pawn slips, and (4) filing of all hard copy forms by data entry checks. The system lacks adequate involvement of patrol supervisors, places an undue burden on the detective-commander, fails to centralize review authority, and provides for no formal report-review system.

Records personnel are responsible for the following records related activities:

- Staffing a public information counter on the day shift.
- Completing paperwork on VIN checks.
- Assisting with walk-in complaints.
- Maintaining hard copy and computerized files.
- Maintaining hard copy and microfilmed arrest report files.
- Maintaining a traffic arrest file.

- Classifying and scoring for the Uniform Crime Reporting system.
- Microfilming case reports, accident reports, and incident cards.
- Maintaining a computerized Master Name file.
- Typing second pages of reports leaving the department.
- Providing secretarial support for the Services function.
- Maintaining a towed-vehicle file.
- Providing a daily bulletin for departmental personnel.
- Receiving all telephone inquiries related to records.

As the primary records-keeping entity in the department, the records function is supervised by an office manager and staffed with four full-time clerks. These personnel staff the public information counter and records room from 8:00 a.m. until 5:00 p.m., Monday through Friday. At all other times, access to the records room theoretically is limited to the shift sergeant. Not remaining open at other times causes serious internal and external problems. Internally, there is limited access to often needed hard-copy files, and records integrity is uncertain. Additionally, communications center personnel are forced to provide several records-related functions, such as maintaining wanted files, typing complaint cards, and staffing the public



information counter. Externally, the public is inconvenienced by restricted time access to the records function.

There is no procedures manual for records personnel, although they apparently are not hindered by this absence. Having a manual available would insure continuity of all processes and ease of training when additional personnel are hired. The records function generally operates smoothly; however, development of a standard operating procedures manual could only enhance records work through analysis of functions during its production.

Coordination between the public information desk, the communications center, and the Records function personally is viable, but functionally is uncoordinated.

#### Proposed Records Management System

Records serve three clients: (1) the police officer, (2) police management, and (3) the public. The police officer is operational night and day. The need to ascertain vehicle registrants, suspect names, addresses, methods of operation, information on business establishments, outstanding warrants, and other information profiles does not cease at 5 p.m.. Similarly, police managers should have access to records at all times. Finally, but certainly not least important, the public needing to do business with the police often will do so after normal working hours. It is not in the best interest of police/public relations to discover that problems cannot be solved because the Records Unit is closed. Because of these reasons, we strongly recommend that the proposed Records Unit be staffed and fully operational, as described in the following paragraphs.

Organization. We propose the establishment of a central Records Unit within the Records and Communications Section of the Services Division, managed by a civilian supervisor.

The unit should include a full-range of information services and should be responsible for providing these services to all other departmental entities. The establishment of this unit should include the consolidation of most records-keeping functions now performed by laboratory personnel, Communications, and, of course, Records.

Functional responsibilities of the proposed Records Unit should include:

- Staffing an information counter (time to be determined by initial analysis of need).
- Receiving all case reports, arrest reports, traffic accident reports, and traffic citations.
- Classifying all reports for Uniform Crime Reports, and other departmental summaries.
- Maintaining data entry functions.
- Maintaining a master name index.
- Maintaining a central case file.
- Maintaining a criminal history file.
- Maintaining all fingerprint and photograph files.

Staffing. The civilian supervisor of the Records Unit should be an administrator and should not engage in routine clerical

activities, but rather should supervise and coordinate the activities of the unit. The unit should employ five clerk-typists, fully-trained to perform general records-keeping duties, microfilming, and data entry.

The Records Unit should be operational from 0800 hours until 2000 hours, Monday through Friday, and 0800 hours until 1700 hours on Saturdays. The current schedule for days off should be adjusted to accommodate this need. An analysis of this schedule should be undertaken at its inception to determine its benefit to the department.

We are in agreement with the present departmental practice of using civilians in the records function. The loss of skills, knowledge, and experience when police officers are posted to such assignments is immeasurable. Being a sworn police officer does not necessarily mean that the individual performing a staff function would be more competent than a civilian. There is ample evidence that sworn officers performing staff functions may not be as adequately trained or have the interest in performing such functions as are civilians who have been trained specifically to perform these activities. A key issue in the use of civilians lies in the method employed in their selection, training, and supervision.

Work Stations/Assignments. Distribution of personnel throughout the day requires work stations rather than individual desks. Thus, desks in the records area should not be assigned to individuals but should be considered as work positions at which a qualified employee may be stationed during a work shift.

We recommend the following work stations to assure the smooth flow of the paper process:

- Public Counter
  - Process all public inquiries
  - Manage the VIN requests
  - Assist with general typing and filing duties
- Report-Review
  - Match complaint control document to the report
  - Classify for UCR program
  - Verify case clearances
  - Verify unfounded cases
  - Maintain case status file
  - Assist with filing
- Data Entry
  - Enter all necessary information from case reports and arrest reports
  - Prepare statistical summaries
- Microfilm Service
  - Microfilm and store all case reports, criminal histories, and fingerprints that are two years old
- Filing
  - File case reports
  - File follow-up reports

- File criminal history data
- File citations and warrants

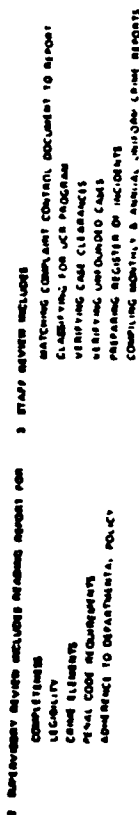
#### Records Management Control

On the following page is a flow diagram of our proposed incident reporting system for the Cheyenne Police Department. Chart 7.1 illustrates basic relationships of the various components that form the records management system. The details of the system and the total records management operation are explained more fully in the following pages. It would be beneficial for the reader to refer to this flow diagram periodically. Note that the proposed system includes the three major information subsystems - records, data processing, and communications.

The total records management system designed for the Cheyenne Police Department should continue to be controlled with the use of a single complaint control numbering system. The numbering system should continue to be initiated at the first instance a complaint or request for police service is received by the agency. A complaint control card (I-Cards) should be used for this purpose. It is important that Communications Unit personnel record all pertinent information concerning a complaint on the complaint control card at the time it is received. This is not only a control measure but also a means of giving information to the assigned officer, and may facilitate an evaluation of the situation before arriving at the scene.

Numerical Control. Dispatchers should insure that a complaint number is issued and a complaint control card is prepared for each service request or complaint received in person, by telephone,

### CHART 7.1



telegraph or letter, through personal observation or knowledge of officers in the field, or information received falling within any of the following categories:

- Warrants, subpoenas, and arrests, with the exception of multiple simultaneous arrests for the same offense, for which a single complaint number and card suffice.
- Calls on which officers are dispatched, except for simple requests for information not requiring police action, or which result from traffic violations not endangering life or property.
- Violations of federal and state laws and local ordinances, except traffic violations ordinarily handled by citations, reported by citizens or other agencies, or known in any other way by a police officer. Exceptions also are made for local ordinance violations observed by the police (not those reported to them) to which action consists only of an oral warning which is accepted without protest. If the subject refuses to correct the situation, denies responsibility, or otherwise indicates that legal action may be necessary later, a number must be issued.
- Cases of lost or found persons, animals, and property.
- Automobile accidents, personal injuries, sick cared for, bodies found, suicide attempts, and damage to public property.

- Cases in which a police officer is involved in any way in the damage of public or private property, or the injury of any person.
- Cases in which an officer is radio-dispatched for any reason, regardless of unit or rank, with the exception of routine notification made without incident or need for further action.
- Cases of any action initiated in the field by an officer such as making an arrest, responding to an appeal for aid, taking custody of property, or performing any other duty not considered routine surveillance or patrol. Routine traffic enforcement action does not require a complaint number unless a physical arrest is involved.
- Cases of any nature on which a commanding officer desires a complaint number.

Beginning on January 1 of any year, the first number in the complaint control sequence should be assigned to the first call for service. The sequential numbers should be prefixed with the last two digits of the year, for example, 85-1, 85-2, 85-3, etc. The sequence should continue throughout the year and begin again on January 1 of the next year with 86-1, 86-2, etc.

The IACP advocates an aggressive and affirmative process for numerical control over called-for services. Furthermore, the Association maintains that all situations which require police involvement shall result in documentation. This philosophy of positive reporting is reflected in our recommendations for the Cheyenne Police Department.



The complaint control number must be assigned immediately upon receipt of a complaint or when situations arise which fall within the categories previously listed. There are no exceptions to this rule. The complaint control card and its unique number is an important control document which ensures that a report will follow from the field. In some circumstances, the complaint control card will serve as the only recorded documentation of police response when it is used as a Miscellaneous Incident Report (MIR).

As a control, issuing or assigning a complaint number, as a means of "logging" or identifying an incident, requires a report of some kind. Requiring a case number for every specific incident to which an officer responds, regardless of the type of incident, removes any possibility that a situation resulting in police intervention will go unrecorded.

This case number system provides a technique by which the department can accurately compile the statistical information necessary to show the total number of police responses and to establish the time needed to perform various police services. With the complaint number assigned and a report bearing the same number needed to "clear the record" at headquarters, the procedures become routine but highly effective. There are no conversations, decisions, or telephone calls involved. A report must be written. Each report must be matched with its respective complaint number, and a trained reviewer must read and evaluate the facts in the written field report or Miscellaneous Incident Report.

When the assigned officer reports back in service, that officer should be required to furnish sufficient information to verify the classification, location, and type of report to submit. At this point,

the dispatcher should advise the assigned officer of the complaint number the report should reflect. This procedure should be followed without exception.

As a control feature, no exceptions can be permitted. Each officer or office that receives information concerning a police incident must obtain the complaint number and complete a report. If none has been assigned, the responsibility for obtaining a number rests upon the employee receiving information in the first instance. It is vital that every notation or report contain the appropriate complaint number.

Each officer, or employee in an office or on the street, who receives original information about a complaint or police incident must notify the dispatcher so that a card may be prepared and a complaint number assigned. This should be done as soon as practicable after disposition of the incident. When an on-view arrest is made for a relatively minor infraction, such as drunkenness, an arrest report should be prepared and would suffice as the only report required. The dispatcher should be notified of the arrest, a complaint number assigned, and the number affixed to the arrest report.

A traffic summons or citation for a nonaccident traffic violation, which did not result as a direct response to a complaint received by the radio dispatcher, would be exempt from the complaint recording procedure.

The present "I" Card system is designed to meet the needs described as the complaint control card. The preceding discussion emphasizes the importance of documenting activity performed by agency personnel, using this system. We do not intend to imply the present system is not

working well; rather to encourage continued use due to present day emphasis on decision-making based on empirical data.

Control Card Clearance. After the complaint control card has been numbered and completed by the dispatcher, it should be held in suspense until the investigating officer submits a report. When a report is received, it should be reviewed for content to insure that it reflects the correct complaint number and is matched with the proper complaint control card. The complaint control card should not be filed until an appropriate report is received. This review and control process should be the responsibility of records personnel.

Hourly Workload Tally. Complaint control cards should be tallied by:

- Time of occurrence, including the elapsed time from receipt to final disposition.
- Day of occurrence.
- Location of occurrence, using reporting areas (see Chapter III, Manpower Allocation and Distribution).
- Incident classification, using Uniform Crime Reporting procedures. (Note, however, that before the incident described on the complaint control card is accepted as accurate, the incident as recorded in the field report should be compared to the complaint control card. Discrepancies must be reconciled and recorded accurately on the complaint control card. Furthermore, the recording of UCR classification on the complaint control card must not be used as source document for compilation of

UCR data. The potential for error in UCR data compilation is greatly increased when using the complaint control card as the source document.)

These tallies can be used later to determine personnel allocation and distribution models. (Refer to Chapter III, Manpower Allocation and Distribution, for exact methodology.) Obviously, this data lends itself to computer application and by performing simple cross-tabulations, can yield significant information for planning patrol deployment models.

Administrative Control System. The administrative control card illustrated herein should be used by radio dispatchers to identify instances when any unit goes out of service for an activity not requiring a field report by rendering it unavailable for dispatch on calls. Such activities include, but are not limited to, the following;

- all traffic stops
- court attendance
- warrant service
- checking hazards
- vehicle repairs
- meals
- delivering messages
- checking suspicious persons/not resulting in a case report

# ADMINISTRATIVE CONTROL CARD

ADMINISTRATIVE CONTROL CARD	UNIT NO.	LOCATION		TIME	
	TELEPHONE NO.	PERSON NOTIFIED OR TO BE CONTACTED		OUT OF SERVICE OR NOTIFIED	
	EXTERNAL		INTERNAL		
	CONDITION: <input type="checkbox"/> STREET DEFECT <input type="checkbox"/> STREET LIGHT OUT <input type="checkbox"/> TRAFFIC LIGHT OUT <input type="checkbox"/> OTHER: _____		<input type="checkbox"/> BREAK <input type="checkbox"/> REPAIRS <input type="checkbox"/> SERVICE <input type="checkbox"/> FOLLOW-UP <input type="checkbox"/> RADIO SERVICE <input type="checkbox"/> TRAFFIC CITATION <input type="checkbox"/> RETURN TO STATION <input type="checkbox"/> TRANSPORTING <input type="checkbox"/> PATROLLING ON FOOT		
	NOTIFIED: <input type="checkbox"/> PERSON ABOVE <input type="checkbox"/> STREET DEPT. <input type="checkbox"/> TRAFFIC DEPT. OTHER: _____		<input type="checkbox"/> COURT <input type="checkbox"/> MEET UNIT _____ <input type="checkbox"/> OTHER _____ <input type="checkbox"/> CALL STATION <input type="checkbox"/> CALL NO. ABOVE		
	REMARKS		REVERSE USED <input type="checkbox"/>	DISPATCHER	

FRONT

FILE CHECKS		SEARCHED BY:		NO.	
VEHICLE				PERSON	
<input type="checkbox"/> WANTED ONLY <input type="checkbox"/> REGISTRATION AND WANTED LIC. NO. STATE YEAR TYPE				<input type="checkbox"/> WANTED ONLY <input type="checkbox"/> OPER'S LICENSE NAME, (LAST, FIRST, MIDDLE)	
COLOR	YEAR	MAKE	STYLE	ADDRESS	
BODY	IDENT. NO.			DOB	OPER'S LIC. NO.
LISTED TO:				SEX	RACE
ADDRESS:				HT	WT.
VEHICLE IF DIFFERENT FROM ABOVE:				HAIR	EYES
				OTHER:	
<input type="checkbox"/> NOT WANTED <input type="checkbox"/> NOT IN FILE <input type="checkbox"/> NO RECORD				<input type="checkbox"/> STOLEN OR WANTED FOR _____ COMPLAINT NO. OR AUTHORITY _____	

BACK

The administrative control card also should be used by radio dispatchers to reflect inquiries by mobile units or departmental officers on:

- vehicle registrations
- stolen vehicles
- wanted persons
- stolen property
- driver license status

It should be required that all field units, when notifying dispatchers of activity, provide the following information:

- location of activity
- nature of activity
- phone number at location (if convenient)
- if traffic stop, vehicle license plate number, and if out of state, the state of issue (and vehicle description)
- general description of person being contacted
- disposition of activity
- activity completion

The administrative control card will be useful in determining the total time spent on nonpatrol duties by field units. The Administrative Section should evaluate this non-committed patrol time, correlating the data with other characteristics involved in

manpower-workload distribution studies. A review of these cards will also insure adherence to "break" policies and operational status of automotive and radio equipment.

#### Field Reporting System

Handwritten Reports. A handwritten police report should be prepared by the assigned officer in connection with every crime or incident requiring police attention and following each request for service. Some reports will cover only relatively minor matters; however, these reports can be prepared quickly through the proper development and use of preprinted forms.

We strongly encourage the use of handwritten reports as opposed to typewritten reports. The police report should not require elaborate and repetitive efforts to develop its final form. On each assignment to a complaint, crime, traffic accident, or other incident, the investigating officer should handprint the results of the inquiry or activity on the appropriate report form. The officer should do this without interim or scratch notes. As soon as possible, the officer should report back in service. Thus, report-writing is made a meaningful part of the elapsed time factor. Report-writing while in a police vehicle serves the dual function of stationary patrol; the officer and vehicle serve as a crime deterrent. Circumstances may dictate exceptions, but as a rule the report should be completed at the scene of the incident.

Specific advantages of the handwritten report are:

- The handwritten report is more cost-effective.

- There is a minimum of duplication of effort with the handwritten report.
- Handwritten reports can be reviewed in the field, thereby facilitating immediate supervisory correction and training.
- With the handwritten report, there is little or no need to take rough notes that subsequently must be transcribed.
- There is no potential for error in transcribing.
- The handwritten report is more accurate since it is the officer's own report of what actually occurred.
- The handwritten report reduces the need for the officer to travel out of the assigned patrol beat to police headquarters.

#### Report-Writing Training

All members of the department should undergo training regarding report-writing and the recommended reporting system. All supervisory and command personnel should enthusiastically support this reporting and records system. They should take affirmative action to secure details concerning any complaints that reporting procedures are unreasonable, unrealistic, unnecessary, or unrelated to the police function. The Administrative Section and the Personnel and Training Section, when made aware of the complaints, should review and study the problem in order to adjust or correct inaccuracies and defects in the system or in the training.



Department administrators should monitor the system closely and observe the results obtained carefully, including the effects on investigations, prosecutions, tactical procedures, crime analysis, and resultant operational plans. All department personnel should be made aware of the increased informational advantages of the system.

#### Supervisory Review of Reports

The primary responsibility for complete and accurate reports must be placed on the field sergeant as an integral part of the supervisory and evaluative functions. The signed approval of poor reports, or failure to recognize an officer who does not progress in report-writing, should be considered at personnel rating time and recorded by the supervisor.

To facilitate the proper review and prompt processing of reports, the field sergeant should ask for completed forms during contacts with officers for "back up" or observation. An officer who writes a report near the end of a shift should deliver it to the supervisor at headquarters.

The supervisory review should specifically include reading the report for:

- Completeness
- Legibility
- Crime elements
- Penal code requirements
- Adherence to department policy

There are several positive results to be gained by implementing first-line supervisory review of field reports:

- It results in immediate remedial action if necessary.
- It provides supervisors with insight into subordinates' investigatory and report-writing skills.
- It is an effective method of training.
- It minimizes delay in report processing.
- It minimizes duplication of effort when investigative follow-up is required.
- It is the most cost-effective method of operation.

#### Office Processing of Reports

The original of every case report should be forwarded immediately to the Records Unit. This transfer should not be delayed beyond the end of the shift during which the report was written. When the field supervisor determines that a report cannot withstand an investigative follow-up delay by a specialized criminal investigation unit, the report can be hand-carried to the Records Unit, and a copy made and hand-carried to the Criminal Investigation Section.

Upon receiving a report, the Records Unit should:

- Arrange the dispatch document received from the communications center in numerical order by the central complaint number.

- Arrange all offense, traffic accident, and follow-up reports in numerical order by the central complaint number.
- Review all reports, making sure that they include the signature of a field supervisor.
- Match the complaint control document with the corresponding reports, and note discrepancies.
- Note complaint numbers on reports carefully and, if the complaint control card is not in agreement, write in the correct number on the officer's report. Print the appropriate complaint number on any reports not bearing the number.
- Thoroughly review each report narrative and assign the appropriate Uniform Crime Reporting classification.
- Thoroughly review each investigative, supplemental, or continuation report to determine the accuracy of reclassifications, and unfounded or clearance dispositions.
- Affix the correct reclassification and/or case status to the report.
- Reproduce (or use second copy of multiple form) copies of an officer's preliminary report, and forward this copy and assignment card to the organizational unit responsible for follow-up.

- Forward original case reports, follow-up reports with reclassifications, and follow-up reports with case status changes to data processing personnel.
- Conspicuously identify every report (original and follow-up) with one of the following case status:
  - (1) Open
  - (2) Unfounded
  - (3) Administratively Closed (may be subject to re-opening)
  - (4) Cleared by arrest
  - (5) Cleared exceptionally
- Forward all reports that have no change in status directly for report processing, data entry, and filing.
- Handle any report not conforming with the reporting policy as follows:
  - (1) A "Request for Correction of Report" should be filled out by the report review officer noting the discrepancy. This request for correction should be attached to the original copy of the report and sent back through the respective division commander and supervisors to the reporting officer.
  - (2) The division commander should insure the report is corrected and returned through

command channels to the central Records Unit, without delay.

- (3) The most frequent types of errors should be noted and referred to the commander of the Services Division for presentation at staff conferences. Where the deficiencies might be an indication of needed training, and if so determined, the Services Division commander should initiate a report-writing refresher course as part of in-service or roll-call training.

#### Report-Review Function

The manager of the Records and Communications Section should be responsible for the report-review function for the department. It is essential that the individual performing this task be thoroughly knowledgeable in reporting procedures, report content, classifications, investigative responsibilities, and reporting needs. Additionally, the supervisor of the Records Unit should be trained in report-review techniques so that adequate staffing of this function is always available.

Control of Reports. With batches of complaint control cards (I-Cards) and officers' report forms arranged in numerical sequence by the complaint numbers, a comparison should be made to insure receipt of a proper report for each control card. The control number relating to an incident should be corrected if in error on an officer's report. A

check adjacent to the "incident" box on the complaint control card may be used to indicate compliance with the control.

Review. Each offense report should be read critically for accuracy, completeness, and compliance with reporting procedures. The Uniform Crime Reporting classification and disposition, and the number of copies required should be noted. Descriptions of stolen property suitable for inclusion in the property identification index should be marked for indexing.

Distribution. Before distribution, the material should be checked for the proper number of copies. Reports and assignment slips for other offices should be placed in appropriate receptacles. Distribution includes furnishing necessary copies or information to other agencies or governmental offices.

#### Filing and Indexing

The following sub-topics discuss a comprehensive filing system suitable to the needs of the Cheyenne Police Department. The system should be a combination of manual and computerized files, cross-referenced to provide for information retrieval from the system. The system is based on a central Master Name Index referencing all related documents by a control number (i.e., complaint control number, identification number, or arrest number).

Microfilm. The Records Unit should continue to be responsible for microfilming departmental records in conjunction with the hard copy and computer system, forming a single Police Information System.

Master Name Index (MNI). This should be a computerized file backed up by hard-copy printout. The names of all persons who officially come to the attention of the police, and whose names are included in documents related to these contacts, should be filed in alphabetical order along with pertinent information. Data should be listed according to the following format:

1. Name, sex, race, age, alias, date of birth, last known address, nickname.
2. Date, time, and location of contact.
3. Year, make, model, license number, vehicle.
4. Names of companions.
5. Sex, race, age of companions.
6. Offense report number.
7. Name of warrant or report, nature of warrant, location of warrant and warrant number.

The Master Name file is primarily an information and investigative tool for referral to more comprehensive files. Its main operational use would be in the field contact work of the patrol forces. Suspicious persons may be checked immediately for outstanding warrants or holding orders from other jurisdictions; missing persons may be discovered quickly. A person arrested for a minor charge may be checked, prior to arraignment and bail, without any significant delay. Detectives may use the file to determine the nature of previous police contact or to discover the time and place a particular known offender was observed and in whose company when observed. Such a file search may be used to establish a relationship between the suspects (which they may deny) or

to determine the presence of a suspect at or near the scene of the offense, in the case of the suspect's denial.

This computerized Master Name Index should be available on-line so that access may be gained by all authorized personnel (uniformed officers, investigators, and communications and records personnel). This on-line access must be for retrieval purposes only. Criminal history data entry capability must be secured and limited to only a specified few persons who are assigned to the central Records Unit.

Traffic Citation. A major need in every police agency is to maintain control over traffic citations written by officers. The current computerized control system provides this control and should provide valuable data to the recommended Traffic Unit.

Property File. This file should be hard copy with a cross-reference to a computerized index.

The present evidence files should be consolidated into a total property file of lost, found, and recovered property. The purpose of this file should be to provide an efficient means for matching stolen or lost property with property which is pawned, found, or recovered. Number files of gun registrations, bicycle registrations, and other specialized property are amenable to automation.

The officer in the field who stops a suspicious person and finds identifiable property (serial number, jeweler's markings, etc.) may make inquiry and may discover the report number of a pertinent offense. The daily, routine comparisons of property files with incidents may be made highly efficient and productive. This file is a simple service



tool to aid the public, and an excellent investigative tool for both patrol and investigative personnel.

#### Follow-Up Control

To insure that all follow-up investigations are completed within a reasonable time, a departmental order should be prepared outlining: (1) the cases which require follow-up investigation; (2) the specific time allowed for completion of the investigation and the writing of the follow-up report; (3) the manner in which responsibility for subsequent investigations should be determined; and (4) the division, section or unit that should be responsible for follow-up investigations of each type of incident.

In all instances where follow-up investigations need to be made and subsequent reports written, the report-review officer should complete, in duplicate, a follow-up assignment slip similar to that illustrated herein. This slip should include the date the follow-up is to be submitted and the report complaint number. One copy of this slip, together with the report, should be sent to the commander of the Criminal Investigation Section, who determines follow-up responsibility. The second copy should be filed in a suspense file by the date the first follow-up is due, allowing a two-day tolerance for days off.

When the follow-up report is received, the date should be noted on the assignment slip. If further investigative reports are required, the slip should be refiled by the date the next report is due---once again allowing a two-day tolerance. This procedure should be continued until such time as the case is closed, unfounded, or suspended. The report-review officer should check daily to insure that the required

follow-up reports have been written, and should notify the responsible supervisor when follow-up or subsequent investigation reports are delinquent.

Follow-Up Assignment Slip

Complaint Number_____	Date first follow-up due_____
Division, Section or Unit Assigned_____	
<u>Dates next report due</u>	<u>Dates Submitted</u>
1. First follow-up	1. _____
2. _____	2. _____
3. _____	3. _____
4. _____	4. _____
Disposition_____	Date_____ By_____

When, by departmental order, a follow-up report is not required in a particular case, it should be indicated on the original case report and no assignment slip should be prepared. When a case has been classified as closed, unfounded, or suspended, the report-review officer should so indicate on the suspense copy of the assignment slip, which then should be attached to the original case report in the file. This procedure will serve as an administrative check to insure that proper disposition of cases is recorded for Uniform Crime Report preparation.

Uniform Crime Reporting

The Records Unit should be responsible for classifying and scoring reports as required by the Uniform Crime Reporting program. Each person assigned to this function should obtain a current copy of the FBI Uniform Crime Reporting Handbook and should receive formal training in

UCR classification techniques. Training is available from the FBI UCR Section.

When reports are reviewed, the classification of the offense should be recorded on a register of incidents (computerized, if practical). A sample UCR Register of Incidents may be found on the next page. The headings of each column are self-explanatory. Again, it should be noted that UCR data compilation is controlled by the complaint number. By using the register, each UCR incident may be tracked from the initial report to final disposition.

Upon completion of the follow-up investigation, the investigators should indicate a case disposition. The case disposition should be reviewed by the report-review officer and, using the original case number, the appropriate disposition should be entered on the Register of Incidents. It should be noted that each report includes a check-off box for case status (open, closed, suspended) and case disposition (unfounded, cleared by arrest, cleared exceptionally). Administrative closing or suspending of cases should not be confused with clearing cases. A closed case can be either cleared or not cleared. Closing or suspending a case is merely an administrative operation and not an investigative accomplishment.

As a ready reference, we have included the following national guidelines for counting and/or clearing cases.

1. Unfounded

This classification is applied when the officer's investigation clearly establishes that no offense actually occurred or was attempted. The recovery of property or the refusal of a victim to prosecute

# REGISTER OF INCIDENTS

Complaint Control Number	Date Reported	Crime Classification	Crime Re- Classification	Crime Disposition				Arrest Reference Number
				Unfounded	Suspended or Adm. Closed	Cleared by Arrest	Cleared Exceptionally	

This "Register" may be prepared and maintained either in the Manual or computer modes.

an offender does not mean that the crime did not occur and, in these instances, the crime may not be fully supported by written facts from which the reviewer will arrive at the same conclusion as the officer. Supplementary oral explanations should not be needed or permitted.

2. Cleared by Arrest

This classification is applied when at least one person is (1) arrested, (2) charged with the commission of the offense, and (3) turned over to the court for prosecution (whether following arrest, court summons, or police notice). Several crimes may be cleared by the arrest of one person.

3. Exceptionally Cleared

This classification is used in practical situations when the police are not able to follow the three steps discussed above for a "cleared by arrest" and yet have done everything possible in order to clear the case. If all the following questions can be answered "yes," then the offense may be listed as an exceptional clearance:

- a. Has the investigation definitely established the identity of the offender?
- b. Is there enough information to support an arrest, charge, and remanding to the court for prosecution?

- c. Is the exact location of the offender known so that the offender could be taken into custody now?
- d. Is there some reason outside the police control that prevents the arresting, charging, and prosecuting of the offender?

An offense can be exceptionally cleared when it falls into one of the following categories:

- a. Suicide of the offender
- b. Double murder where the perpetrators kill each other
- c. Deathbed confession where the person responsible dies after admitting guilt for the offense
- d. Offender killed by police
- e. Confession by offender prosecuted in another city for a different offense and release denied by the other jurisdiction
- f. Extradition denied
- g. Refusal of victim to cooperate in the prosecution (in this instance, a "yes" answer must be obtained from the first three questions above)

- h. For some reason outside the control of the police, offender prosecuted for a less serious charge than that for which the offender was arrested
- i. The handling of a juvenile offender by means where no referral is made to juvenile court as a matter of publicly-accepted policy

Lack of knowledge or familiarity with the provisions of the Uniform Crime Reporting Program is likely to contribute to reporting deficiencies. Investigators, supervisors, and the report-review persons should be familiar with Uniform Crime Reporting provisions so that preliminary classifications of offenses can be made with a high degree of accuracy.

#### Case Files

All cases should be filed numerically by complaint number in the records center. This system provides for the numerical filing of all reports in one consolidated file, including accident reports, miscellaneous reports, and crime reports.

The Miscellaneous Incident Reports (MIR) should be filed with other reports by simply making a photocopy of the complaint control card (which also serves as an MIR). Thus, the MIR is transformed into a 8-1/2 x 11 document similar in size to other reports. This system prevents numerical gaps in the filing system.

Cases should not be separated according to the type of offense. Incidents such as nuisance calls, disturbance calls, barking dogs, family fights, suspicious persons, and suspicious automobiles should be recorded as cases and interpolated into the file.

A note of caution is appropriate at this point - no original report should ever be permitted to be out of the direct control of Records Unit personnel, in keeping with current departmental policy.

#### Arrest and Identification Records

Whenever a person is taken into custody by a police agency, for what ever reason, it is incumbent upon that agency to justify the arrest, to insure that the prisoner is guaranteed rights, and to insure that disposition of the case is legal and proper. An adequate system for processing arrest and identification records contributes to these ends, and is supportive of later review or possible future legal action, as may be required.

Arrest Number. The department should assign an arrest number and prepare an arrest report each time a person is taken into custody by the department. The assignment of arrest numbers should be controlled by the Records Unit, but available on-line through the computer system. The Records Unit also should maintain the identification number series. Arrest numbers should not be confused with identification numbers or complaint control numbers.

The arrest number represents a quantitative count of persons taken into custody. In some cases, an event recorded under a single complaint number may result in several separate arrests. Each arrest made in connection with the same case should be recorded on an arrest



report form bearing the same complaint number, but sequential and separate arrest numbers.

In some minor cases, in which the facts surrounding a particular on-sight arrest are routine or minimal, the arrest report, with a regular complaint number and an arrest number, can suffice as the record of the event. No additional offense report is necessary. This procedure avoids report duplication without sacrificing the retrieval control features.

Each time an officer makes an arrest, an arrest number should be requested. An arrest number log should be computerized with on-line access to the next assigned arrest number. A simple file format should permit the arresting officer to assign the number by name of person arrested, date, district, charge, and officer identification. As soon as this format is completed, a "next available arrest number" should appear on the CRT. The hard-copy arrest file should be microfilmed and destroyed after two years.

The Records Unit should receive the original of every arrest report. The report should provide the unit with the necessary data to input criminal history information onto a computerized Master Name Index file. This Master Name Index is the same index recommended as the departmental comprehensive Master Name Index.

Identification Number. After obtaining an arrest number, the officer should make computer inquiry of the Master Name Index to ascertain if there is an existing identification number assigned to the arrested individual.

This number is one of a series of three numbers recommended for use by the department, the other two being the central complaint series and the arrest series. A person should be assigned a permanent identification number the first time he/she is arrested, whereas a new arrest number should be obtained each time a person is arrested. One person should never have more than one identification number, although he/she may have several arrest numbers and may have been involved in a number of incidents each having separate case report numbers.

Presently, the Cheyenne Police Department use two rather than three series of numbers. The arrest number and identification number have been consolidated. This system appears to be working well; however, other information sources have to be used to determine the number of arrests made by the agency.

Numerical control should be maintained on a computer log. When a person is arrested, that person's name should be searched through the Master Name Index. If no entry is found, the name, the date, and arresting officer's identification should be entered beside the next available identification number. In this manner, numbers are kept in consecutive order. The identification number should be recorded on each identification file, fingerprint card, arrest report, and the Master Name Index. The arrestee's photograph should always reflect this same identification number. If an identification number has previously been assigned to the individual on a prior arrest, this number should be entered on the new arrest report, and the new photograph. The identification number, once assigned, is used to identify an individual throughout that individual's association with the department. Similar numbers assigned by other jurisdictions, and the FBI, facilitate the retrieval of an individual's complete criminal history.

Criminal History File. The department should continue maintaining a "criminal history file." Each file should be identified to a single arrested individual, and should be filed consecutively by identification number and cross-referenced to the computerized Master Name Index. Each file jacket should contain the following information pertaining to a single individual:

- Copies of all arrest reports
- The most recent FBI and state criminal history transcript
- A current photograph
- A fingerprint card
- Correspondence inquiring into the status of the individual

Juvenile Records. Records pertaining to juveniles should continue to be maintained by the central Records Unit. All juvenile criminal histories and indices should be readily distinguishable from adult histories and indices. The computerized Master Name Index (MNI) referring to juveniles should contain no information about the nature of the alleged offense or the circumstances which have brought the juvenile to the attention of the department. The index should simply indicate that the juvenile has come to the attention of the department and that further information must be obtained from members of the department's central Records Unit. Whenever an inquiry is made against the MNI or records for information concerning a juvenile, the inquirer should be referred to the department's Youth Unit. Thereafter, the release of information concerning the juvenile, and the incident or

events in which the juvenile has been involved, will be dictated by applicable state law and departmental policy.

Fingerprint Files. The Records Unit should receive, process, and maintain fingerprint files of arrested persons, and process all civilian applicants as well as juveniles who, by court order, are required to be fingerprinted. The fingerprint cards may be microfilmed and classification data computerized for easy reference. The fingerprint classification process should be conducted by the state and federal identification systems. Problems with microfilming notwithstanding, the Records Unit staff should maintain hard copies.

Identification Photograph. The negatives of all identification photographs should be consolidated in one file by the individual's identification number. A second photographic file should be maintained on offenders, primarily for identification purposes. The photographs in this latter file should contain information pertaining to sex, race, age, physical characteristics of the offender, the crime involved, and other pertinent information.

#### Records Retention

A schedule of records retention and destruction should be established in conformance with Wyoming State Law. It should be the responsibility of the Records Unit supervisor to be thoroughly familiar with this schedule and to assure that these mandates are followed. Furthermore, the inspection of records and compliance with the purging process should be an issue of interest to the Inspectional Services Section as part of the inspectional responsibility. Absent any statute, the City's attorney should be consulted in developing the schedule. This will insure compliance with any legal standard which may exist, and assist in providing more space as records accumulate.

Police records often have different retention cycles. The criteria used to establish the retention cycle normally involve statutory and practical storage limitations. A records retention system should properly involve stages in which records are classified as (1) active reference, (2) inactive reference, and (3) microfilming and destruction, or microfilming and transferring to dead storage. The following retention cycle is provided as a guide. However, prior to establishing any retention cycle, the City's legal officer, as previously stated, should be consulted and requested to provide a written opinion regarding the records retention policy if any state-mandated policy is unclear or less restrictive than that offered below (assuming, of course, that the department wishes to adopt our guideline). The general IACP guideline is as follows:

1. Miscellaneous incident, traffic accident, arrest, and crime reports should be retained for three years, then microfilmed and destroyed.
2. Line units should retain their information report copies while the case is active. Thereafter, the copies should be forwarded to the Records Unit, cross-checked against the original file, and destroyed.
3. The Master Name Index (computerized) should be retained on a permanent basis or until the person reaches an age limit, such as 75 or 100 years.
4. The Criminal History file should be retained for three years in hard copy and retained indefinitely on microfilm.

5. The Warrant files should be retained in hard copy to expiration date.
6. The Property file should be retained in hard copy until the case is adjudicated or property legally disposed.
7. The Intelligence file should be retained in hard copy while active.

#### Records Security

In addition to the major function of gathering information, a police agency has an inherent responsibility to maintain the integrity of its records system. Much information is routine in nature; however, some is personal and sensitive. Safeguarding information is an important responsibility of the department and specifically of the Records Unit. Failure to keep information confidential can cause irrevocable damage to the department as a whole as well as the individual involved, and ultimately can lead to loss of public confidence in the police organization. Security considerations apply to department employees as well as outside personnel.

The integrity of employees of the Cheyenne Police Department is not questioned; however, constant vigilance in this critical area is necessary in order to avoid any unfortunate incident. Actions of the department in the area of security should be directed toward maintaining a sense of integrity in all members and employees. Such a program should emphasize:

- Loyalty to the police organization

- Awareness of the importance of police trust
- Understanding of the nature of the information to be safeguarded
- A willingness to discourage internal gossip
- Personal behavior beyond approach
- Controlled access of records files and computers

To this end, supervisory staff members continually must encourage all employees to safeguard information. Inspectional procedures must probe for any weaknesses in information security. Written orders, manuals, and other directives must emphasize the importance of security. Appropriate disciplinary measures should be taken in cases where employees fail to safeguard official data properly.

Only persons assigned to the Records Unit should be granted access to the area. Other personnel should be served at the internal counter position and not permitted inside the center without specific written permission from the chief.

Ordinarily, information should not be given over the telephone without knowing the caller, and written procedures should be established for handling telephonic requests for information. Information released over the telephone should be allowed only under special conditions. Telephone requests from other police agencies and other official agencies should be fulfilled by a return call to the requesting agency.

Personnel requesting records information in person should be required to complete a request form which should be filed for reference. This form also should be used as a charge-out slip if the record is removed

from the file. Any department members requesting information by telephone should be required to provide their serial number, which then should be recorded on the request form.

#### Records Unit Allocation of Space

Recognizing space and building design limitations, a few changes in the records area could help to enhance the efficiency of the unit. First and foremost, the records center should reflect the department's most positive image in terms of personnel dress, and physical appearance of the facility. We recommend that the department adopt an open-shelf case report and criminal history filing system.

Open-Shelf Filing. Open-shelf filing is on veritcal shelves rather than in conventional cabinet drawers. Required file space is less with the use of open-shelf equipment because allowance for the opening of drawers is not needed. Shelf units can be set with a minimum of thirty inches face-to-face. Covers are available for the shelves to protect the records against dirt and destruction, but are not practical for active files.

Open-shelf filing equipment should provide twice the storage space at about one-third to one-half the cost of closed cabinets. About 25 to 50 percent floor space is saved with open-shelf filing.

#### Warrant Processing

The effective service of criminal warrants should be a fundamental concern of all law enforcement and criminal justice agency administrators. Solutions to problems associated with the warrant function can be less costly than in many other areas of the criminal



justice system. The benefits that accrue to the total system by establishing an effective process for warrant service include enhancing crime prevention efforts, providing a source for additional investigative information when the wanted person is arrested, and helping assure that the desired effects of the judicial process are applied on behalf of the citizens.

Serving the Warrant. Once the investigator/officer has secured a warrant, the officer should:

- Attempt to apprehend the wanted subject immediately upon obtaining the warrant.
- If apprehension is not made on the first day that the warrant is issued, the warrant should be processed as follows:
  - a. All wanted persons should be entered in the NCIC system by Records Unit personnel. In order to insure that all warrant files are current and that the computer warrant file is accurate, a system of audits and validations should be established.
  - b. Warrant information---data entry should be restricted to Records Unit personnel only. Other department members (uniformed or detective) should have access, but not entry capability.
  - c. All attempts to serve warrants should be strictly documented on an "Attempt to

Apprehend" log. The continual effort to serve warrants and properly record such service attempts is a significantly positive aspect of warrant management.

- d. After the immediate attempt to serve a warrant, all local warrant service should be assigned to the Operations Division. Out-of-city warrants should be assigned to the Criminal Investigation Section. In either case, the division commander should establish the following control mechanisms for continual service attempts:

- Maintain a computerized wanted person file (MNI).
- Ensure that apprehension attempts are made weekly on each warrant in the wanted person file. These efforts to apprehend should not be cursory attempts.
- Personally review and sign all reports submitted on apprehensions or attempts for persons in the wanted file.
- Ensure that when personnel are transferred, detailed out, or off for an extended period (vacation, sick, etc.), the case file is

assigned to another officer for apprehension attempts.

Warrant File Control. The warrant and all supporting documents and information should be controlled by the Records Unit. A warrant file folder should be prepared and should include:

- Case report.
- Criminal Complaint.
- Photograph of wanted subject.
- Original of warrant.
- An "Attempt to Apprehend" log with all supportive material, such as copies of interviews made during every attempt to apprehend.

#### Recommendations

1. Consolidate all records and communications functions under a single organizational command designated as the Records and Communications Section.
2. Organize and staff the Records Unit as discussed in the text.
3. Continue to control records with the use of a single complaint control numbering system.
4. Consider adopting the benefits of the complaint control card as discussed in the text, in conjunction with the existing I-Card.

5. Consider adopting the administrative control card as shown in the text, in conjunction with existing Tour Card.
6. Record, tally, and use administrative data as specified.
7. Continue to require a handwritten report on case assignments.
8. Emphasize report-writing training to both recruit and in-service officers.
9. Assign primary responsibility for report-review to field supervisors.
10. Implement a report-review process as discussed in the text.
11. Adopt the system for follow-up control as discussed in the text.
12. Retain all aspects of the Uniform Crime Reporting function in the Records Unit.
13. Create a computerized Master Name Index with hard copy back-up.
14. Assign responsibility for processing fingerprint files to the Records Unit.
15. Adopt a records retention schedule which is in conformance with Wyoming State Law.
16. Establish strict security controls of the records center.
17. Adopt a filing system that is more efficient and space-saving than the present file cabinet system.
18. Transfer the warrant function to the Records Unit.

19. Establish a warrant control system as detailed in the text.

## Section 2 - Communications

An effective police communications system is designed to receive, process, and dispatch appropriate police resources to requests for police service in the shortest possible time with the highest degree of reliability. Speed and accuracy are critical factors since police communications deal with information which affects the security of life and property. Proper organization and management are of paramount importance if communications functions are to operate with maximum efficiency.

### Present Communications System

Organization. The communications function in Cheyenne is under the control of the Services captain and is supervised by a civilian. The unit is authorized twelve civilian dispatchers (actual strength during fieldwork was eleven), with one designated senior dispatcher. The unit operates 24 hours a day, seven days a week. The supervisor primarily works days, Monday through Friday. Routine staffing is two dispatchers per shift with two additional dispatchers assigned to work during the peak hours of 1700 hours until 0300 hours.

Facility. The communications center is located in a small windowless office in the back corner of the main floor at police headquarters. This section of the facility also is the officer and/or prisoner entrance after routine departmental business hours. Blocked from the public view and access by a door kept locked at all times, the facility has a bathroom, several small lockers for personnel, and two

small closets for storage space. While accessibility to all persons, including department staff, is controlled, the facility is frequented by officers. The facility is poorly laid out and is deficient in security, air circulation, and lighting.

Operations. The primary functions of the communications center are telephone receipt and radio dispatch of calls for service. All information regarding calls for service is written on dispatch cards (I-Cards), and transmitted to the appropriate individual. When two dispatchers are available and both radio consoles are operating, the primary dispatcher handles call assignments on Channel One; while the second dispatcher handles checks on persons, property, vehicles, etc., on Channel Two. In conjunction with their primary duties, the dispatchers operate a CRT tied into the department's computer system for local checks and a teletype for NCIC checks. As time becomes available during each shift, dispatchers are required to enter dispatch card data into the department's computer via their CRT.

In addition to dispatch duties, communications center personnel monitor an alarm panel with forty-eight active alarms, and a phone line with three direct lines from security companies and one line to security for the State of Wyoming for the capitol and the governor's mansion.

Although functionally jail operations fall within the purview of the Laramie County Sheriff's Department, Cheyenne Police Department dispatchers are required to monitor four closed-circuit TV screens. These monitor the entry door to the jail area, outside the holding cell, inside the holding cell, and the main department corridor leading to the front door, which is blocked after 5:00 P.M. At this point all further access to the building is through the side door to the jail area, where dispatchers work an intercom and locking system for

determining needs of individuals, and whether they should be allowed into the facility.

A function that takes staff outside of the communications center, and limits their usefulness in an emergency, is the typing of warrants and complaints for officers working arrests. This is done across the hall from the dispatch center in an office adjoining the records room.

Equipment. The department operates a radio system comprised of six 150-series radio frequencies and two 450-series radio frequencies. Of the 150-series, one is for general police operations, one for record checks, one for the sheriff, one for intercity, and two for fire districts 1 and 2. The 450-series is for civil defense and mutual aid. An emergency generator powers the system in the event of loss of normal electrical service. The base console is operated with either a foot or hand activation system. Dispatchers and telephone operators do not routinely use headsets, although they are available. A 24-hour tape records all radio and telephone messages.

A 911 emergency and three nonemergency telephone lines terminate in the communications center. Additionally, the center has 23 direct lines for a variety of assistance and information.

The communications center is equipped with teletype for access to National Crime Information Center (NCIC), State Crime Information Center (SCIC), and Law Enforcement Teletype Service (LETS). These systems provide hard copy information relative to suspect name search, stolen and recovered property, outstanding warrants, and criminal histories. The department-connected CRT provides local checks through Cheyenne Police Department records.

### Recommendations for Improving the Communications System

A total communications system consists of telephone, teletype/computer, tape recordings, alarms, radios, and most importantly, people and procedures.

We propose a communications system which will provide the following advantages:

- More efficient use of personnel
- Central control of the communications functions
- Increased equipment capability

Organization and Staffing. The organization of this unit should be consistent with the basic principles discussed in Chapter II of this report. The Communications Unit should be supervised by a civilian senior dispatcher who reports to the civilian manager of the Records and Communications Section. The supervisory duties of the senior dispatcher should include assigning personnel to various shifts, scheduling days off, developing standard operating procedures for the communications function, developing and/or locating suitable training for personnel, providing supervision of communications personnel, providing regular communication services in relief of dispatch personnel, and coordinating information flow between the Communications Unit and the Records Unit, as well as the patrol and criminal investigation units.



In addition to the supervisor, the Communications Unit should be staffed with twelve civilian dispatchers. This level of staffing would permit the assignment of two persons on early morning shift, and three on the day and afternoon shifts. A schedule should be implemented which assures maximum on-duty personnel during high activity days (e.g., Friday and Saturday).

One dispatcher, using the primary radio frequency, should control all patrol units. The second dispatcher should be responsible for primary telephone reception, and on a second radio frequency, handle investigative and administrative units.

The shift hours for communications personnel should be consistent with the patrol shifts. Communications personnel should continue to attend daily patrol roll-call sessions.

Training. Individuals employed as dispatchers should be given formal, pre-service training of at least one hundred sixty (160) hours. This training should include classroom work, ride-along observation with field units, and preparatory work in the communications center. In-service training should be conducted on a recurring basis and should emphasize standing operating procedures for both routine and emergency situations. In addition, if communications training is to be effective, it should be extended to field officers to familiarize them with the "how" and "why" of communications policies and procedures.

Manual Operations. The Cheyenne Police Department currently has a manual of standard operating procedures for communications personnel. In order to be of value, procedures within the manual should be followed by all personnel, with periodic inspection conducted

to ensure the integrity of the system. Constant analysis of the manual and departmental procedures should assist in making modifications to the manual, as necessary. Several topics which should be reviewed for inclusion in the manual are:

- A more in-depth analysis and portrait of all communications personnel functions.
- Criteria and procedures for reviewing recorded conversations.
- Procuring necessary services external to the agency.
- A more in-depth analysis and development of procedural dispatch plans to be followed in directing resources (routine, emergency, and tactical situations).
- Weekly inspection and testing of emergency (back-up) power equipment for the communications center.

Telephone System. Presently, Cheyenne has use of a shared 911 system operating out of the basement of the existing sheriff's department jail facility. 911 calls for Cheyenne immediately are transferred to them via a direct line. In addition, the communications center has three additional incoming lines, none of which are administrative.

Telephone System Loading Studies. In an effort to maintain the highest level of service to the public, the telephone company should be requested to conduct regularly-scheduled studies to determine

if lines and service facilities are sufficient to meet the department's requirements.

Radio/Telephone Headsets. Dispatchers should be encouraged to use headsets to avoid having to hold the telephone while attempting to write information and dispatch vehicles. Both the telephone and radio should be connected to the headset for ease of operation. A relatively long extension line will allow the dispatcher freedom of movement without losing radio or telephone contact.

Command and Control Considerations. Communications personnel frequently are required to contact command and other officers for court attendance, to administer special services, to correct reports, or to report for duty. Therefore, they should continue to have immediate access to at least the following current departmental resources:

- Officer-in-Charge
- Duty roster of all personnel
- Telephone number of every department member
- Criminal investigators on-call
- Evidence technician on-call

In a number of cities throughout the United States, police departments have installed radio-telephone units in the cars of administrative personnel, in addition to the regular police radios. In this manner, the chief and top command officers can speak directly to headquarters personnel or other City officials. The opportunity to speak without an intermediary is often an absolute necessity for command personnel.

Information Control. In the records section of this chapter, the use of complaint control and administrative control cards are explained in detail. We mention the two systems here merely to place them within the initial responsibility of Communications Unit personnel and to identify differences with the current system.

The complaint control cards (I-Cards) should be used to capture basic information regarding the type of complaint, location, and officer assigned. A card should be time-stamped when the initial complaint is received, when the field officer is assigned the call, when the officer arrives at the scene, and when final disposition is taken and the officer returns to on-call status. As an adjunct to complaint control card use, a sequential numbering system should be used to relate cards to the officers' case reports. The resulting case report should carry the same number and, in final document processing, the complaint control card, officers' reports and other attendant forms can be quickly collated.

The administrative control card (Tour Card) should be used to record data when any mobile unit goes out-of-service for any activity not requiring a field report (and corresponding complaint control card), but rendering the officer unavailable for dispatch calls.

Both cards (complaint and administrative) should be of such size and stock weight to activate the recommended vehicle status map by inserting the card in the card slots located on the radio console. By inserting the card into the appropriate slot, a trigger is activated causing the assigned unit to be indicated as "out of service" by a light on the vehicle status map. When the assigned unit clears from the call, the card is removed, and time-stamped. By removing the card

from the slot, the activating trigger is released and a light shows the unit "in service."

By using the status lights, status map, and status cards as described, dispatchers are able to identify field units in or out of service. The dispatcher need not rely on memory or check numerous cards to determine which units are out-of-service. The value of this system will become evident when Cheyenne adopts the recommended manpower deployment. Furthermore, future manpower studies undoubtedly will result in the realignment and addition of beats. As calls for service increase and dispatching becomes more complex, the proposed vehicle status map/cards will be of great assistance.

Radio Frequencies. The existing radio frequencies should remain the same. Additional frequencies should be sought to allow for:

- One channel for patrol units.
- One channel for the use of investigators.
- One channel for wanted checks and tactical use, as necessary.
- One channel for administrative use.

Status Map. The existing wall map should be replaced with one which is larger, lighted, located immediately in front of the dispatcher, and electronically interfaced with the communications center. This lighted map of the City should be used in conjunction with the dispatch card control system. This system should have the capability of quickly indicating the availability of field units. Placing lights on the map and showing beat boundaries is particularly

valuable to dispatchers in deploying field units. Each unit's status should not depend on human memory nor should time be taken to query a number of units to determine which is closest to the assignment at hand.

Beat boundaries should change according to shift and with periodic review of workload data. Because of the need to balance workload with personnel, it is necessary to provide a means of changing maps and status lights accordingly. A convenient method is to photographically reproduce the map of the City on translucent stock, and mount it under glass or plastic in conjunction with each shift change.

Security and Facilities. The ability to maintain communications in all emergency situations dictates that security measures be implemented to protect communications personnel and equipment. Protective measures should include locating the center and equipment in areas providing maximum security, and restricting access to the communications center. Security precautions should be taken in protecting transmission lines, antennas, and power sources.

It is critical that the communications center in the Cheyenne Police Department be made more secure. Toward this effort, we recommend that the department retain the communications center in its present location but more adequately secure it from the public, departmental personnel, and the internal hallway. If the decision to erect a new facility is not undertaken, considerable work will be necessary in the communications center, including a move to a more secure site.

Until then, the communications center should include the following features:

- An air conditioning system separate from the main system for more immediate control, especially at night when the main system is cutback. The unit should not be placed in the center but rather in a separate equipment room.
- The center should be equipped with incandescent lighting, one bank of lights over each console with an individual dimmer, and perimeter lights focused on each wall with an individual dimmer.
- The room should be decorated in warm earth tones with soft wall graphics and possibly a false window scene.
- The room should have a two-hour fire safety rating.

In an effort to provide security and maintain operational decorum and effectiveness, it is necessary to restrict the flow of traffic inside the communications facility. Only the following persons should be permitted within the communications center.

- Civilian Manager - Records and Communications Section.
- Supervisor - Records Unit
- Captain - Services Division
- Staff inspections personnel
- Chief of Police
- On-duty employees of the communications center

Physical access by others who are seeking computer-stored information (departmental, NCIC) should be discontinued. Cathode ray tubes (CRT) should be placed in the patrol report area and the Criminal Investigation Division, in addition to the present terminal in the communications center. This should permit on-line access to the NCIC data base and the departmental records.

Daily Roll Call. Communications dispatchers are a life-line to officers on the street. They must be alert at all times, and be cognizant of what is occurring during their tour of duty. Such a state of readiness must be consciously planned. This planning should include (1) daily attendance at roll call, (2) periodic ride-along assignments, and (3) formal training.

#### Recommendations

1. Organize and staff the Communications Unit as specified in the text and in Chapter II.
2. Assign duties to the Communications Unit supervisor as identified in the text.
3. Assign dispatch responsibilities as specified.
4. Provide a minimum of 160 hours training to all new communications dispatchers. Provide in-service training to dispatchers on an as-needed basis.
5. Continuously enhance the communications standard operating procedures manual.
6. Encourage dispatchers to use radio and telephone headsets.



7. Consider installing radio-telephone units in specific command vehicles.
8. Use information control cards to record officer status and to activate status control equipment in the communications center.
9. Continue use of the current radio frequencies, while seeking additional frequencies, as recommended in the text.
10. Install a large, electronically-controlled vehicle status map in the communications center.
11. Renovate the communications center as described in the text.
12. Enforce stringent security measures for the communications center.
13. Require and ensure that communications personnel attend daily roll-call sessions.

### Section 3 - Data Processing

Data processing in the Cheyenne Police Department is staffed by one programmer under the command of the Services captain. Obligated to work a forty-hour week, the programmer is allowed maximum flexibility concerning actual hours scheduled for being in the office.

The police department's data processing system works from the City's mainframe computer, an IBM System 34. Hardware in police headquarters consists of one shared personal computer with its own printer and plotter, located in a first floor office outside the offices of Operations and Services commanders. Six CRT's are located in the following offices:

- One in the Staff office near the personal computer
- One in the Detective area
- One in the communications center
- Three in the records room

One large printer is located in the records room. An additional CRT is operational in the municipal court office, allowing the court access to police department records.

Security for the system is handled by the programmer and consists of eight levels. Only the programmer has top security, while records personnel have the second level of security. This enables only these individuals to have entry and deletion capabilities. The remaining six levels of security provide review capabilities only.

Training has been conducted initially for records personnel by the department programmer. Trained records personnel, in turn, train new employees. The programmer provides training on computer use to interested staff members. Currently, there are two officers capable of bringing the system up after a power failure, when the programmer is not present. One officer with programming experience occasionally assists the full-time programmer.

The following programs currently are available for departmental use:

- Master Name Index
- Property Files
- Pawn Files

- Arrest Files
- Calls For Service
- Traffic Module (Accidents/Tickets)
- Productivity Files
- Personnel Files (Training, Emergency Data)
- Basic Crime Analysis System (produces daily, monthly, annual, and special reports)
- High Accident Intersection Program
- Crime Analysis (trend projection, modus operandi, etc.)

Future plans include a program to measure off-duty productivity relative to the personal car plan, and enhancing a program for use with field interview cards.

#### Analysis

The Cheyenne Police Department is fortunate in having their own programmer, yet is unable to make the best use of this resource because of excessive demands on the programmer's time. Equipment, particularly CRT's, need to be more widespread throughout the agency, allowing for more frequent use by all personnel. A continuing training program emphasizing capabilities and actual use of computer-related equipment is necessary. Strong management support of the program is essential.

### Proposed System

An Automated Data Processing Section should be created and staffed with a senior programmer who answers directly to the commander of the Services Division. Additionally, a second programmer should be assigned to the section. This would allow one programmer to develop new programs and the other to maintain existing programs. We propose both programmers retain a flexible work schedule.

The department should consider the addition of several CRT's and should conduct an analysis to determine the best use and location for these CRT's. For instance, the addition of a CRT in each squad room and one at the public information desk should increase the total efficiency of the department's data processing system.

### Recommendations

1. Organize and staff an Automated Data Processing Section, as recommended in the text.
2. Ensure a continuing training program is maintained.
3. Encourage the support of management in the data processing system.
4. Consider the purchase of additional CRT's in order to upgrade the efficiency of the total system.

### Section 4 - Property Management

A police department generally is assigned responsibility for two categories of property: (1) that which is owned and used by the department, and (2) that which is acquired by the department either as seized or found. The property management responsibility must involve a

precise accounting of all property, and strict controls on the processing, storage and disposition of such property. All of these functions require an effective system of records management.

#### Present Property Management

Organization. The responsibility for property management in the Cheyenne Police Department presently is assigned to the Services sergeant, laboratory technicians, records clerks staffing the public information desk, and a civilian auto handler.

Duties of the sergeant and laboratory technicians include: receiving all confiscated and found property from police officers, recording the property, storing evidence, releasing evidence upon legal disposition, and controlling the auction of property. In addition to evidentiary property, their responsibilities include department-owned property functions, such as storage of firearms, photographic film, and large department equipment. The records clerk manning the public information desk is responsible for ordering and inventory of paper supplies. The civilian auto handler, a retired police officer, primarily provides minimal maintenance, and a shuttle service for department vehicles to the City auto shop and/or car dealers for maintenance.

Although management control of property has been attempted through the assignment of the Services sergeant, there are too many personnel involved in property management-related activities. Decentralization of these activities is not fulfilling the need for effective property management and control. These functions should be centralized, and written policies and procedures should be issued.

Uniforms and Personal Equipment. Initial uniform issue is conducted on a contract basis by the department. The initial outfitting provides most necessary equipment, the exception being the

absence of bullet-resistant vests. Following this initial uniform issue, officers are not granted a clothing allowance; however, uniform replacement is provided as necessary through the department's contract service. This system of uniform control appears adequate as there was no observed evidence of officers being ill-equipped or wearing tattered clothing.

Firearms. Officer revolvers are personally-owned, meeting department specifications. Shotguns are assigned to officers and kept in secure racks in individual vehicles. There is a computerized inventory of department-owned, officer-owned, and duty and off-duty firearms. This effort is the responsibility of the Services sergeant.

Motor Vehicles. The Cheyenne Police Department has a take-home fleet of vehicles for sworn personnel. Vehicles are purchased on a bid basis and marked units, for the most part, have uniform emergency equipment. The City auto shop, or dealer of purchase if warranty is in effect, is responsible for maintenance. This is coordinated through a civilian auto handler who performs small adjustments when practical and otherwise shuttles vehicles to and from the City auto shop.

Evidence Control. As previously indicated, evidence control is basically the responsibility of the laboratory technicians. This system is somewhat effective in spite of the many additional duties for which technicians are responsible. The main evidence storage system is overcrowded. The files are accurate but require an unreasonable amount of recording and retrieving time. A truly centralized system, aided by computer records, staffed with a police services technician and evidence technicians, and commanded by a sergeant should improve existing conditions.

Prisoner Property. Since the department's prisoners are now the responsibility of the sheriff's department, the police are no longer responsible for prisoner property.

#### Proposed Property Management

Organization. Responsibility for the control of all evidence and found property, departmental property, equipment and supplies, the motor vehicle fleet, and departmental facilities should be vested in a single Property Management Section within the Services Division. The section should be commanded by a sergeant and staffed with a police services technician and two evidence technicians. The department should consider reassigning the civilian vehicle handler to the City auto shop. Current activities should continue to be performed, with the individual occupying this position acting as liaison to the Cheyenne Police Department for fleet maintenance. As stated in Chapter II, the police services technician should be the departmental evidence custodian, and the commander of the Property Management Section should be the alternate custodian.

The commander of the Property Management Section should be responsible for the purchase, custody, and control of all furniture, supplies, and equipment owned or controlled by the department, and the custody and control of the physical facilities. Equipment assigned to the various units should be the responsibility of the commanders of those units so long as it is assigned to them and is in their custody. The Property Management Section should, however, be responsible for maintaining a precise inventory of all departmental equipment regardless of its location. The section also should be responsible for all evidence and other personal property coming into the official custody of the department; for the care and maintenance of all departmental armament;

and for the control of ammunition. The section should maintain close liaison with other City departments, as appropriate, regarding purchase/lease and service of the motor fleet and other capital assets.

The Property Management Section should have direct access to the department's computer. A CRT should be placed in the Property Management Section. A program should be written which will permit more efficient recording and retrieval of property records.

Department-Owned Property. The commander of the Property Management Section should establish a uniform system for placement of identification tags on equipment, furniture, and fixtures. A capital asset report should be adopted and procedures established for completing and maintaining this report. A suggested order outlining capital asset control procedures is contained in the Appendix.

The recommended property control system should establish a physical control procedure which will identify each item, its location, the person responsible for it, the use of the asset, and any maintenance or repair data. The following facts of each capital asset item should be properly listed on a capital asset record form:

- Equipment numbers
- Description of item
- Location of item
- Date of purchase
- Cost of acquisition including installation
- Depreciation method or replacement procedure



- Classification by asset category
- Condition of equipment
- Usage data
- Special maintenance or repair data
- Responsible official

At least once a year there should be a department-wide inventory. The Property Management Section should be responsible for coordinating the efforts of commanders in conducting their respective inventories. The section should reconcile problems and report any lost or missing items through the division commander to the chief.

Each time a unit commander changes, the incoming commander should inventory all capital items to insure that the property for which the commander will be held accountable is accounted for and in good repair. Any discrepancy should be reconciled and/or reported to the Property Management Section.

Property Room. Department-owned property such as stationery, report forms, pencils, and other supplies should be stored in a single room. This room should be under the direct control of the Property Management Section.

Armory. The department's armament and ammunition should be stored in a dust-proof, moisture-proof room. It is recognized that armament must be immediately available to operational personnel. However, the supervisor of the Property Management Section should control such availability through policy directive, and make routine

inspections of such equipment to insure inventory control and to inspect the working condition of weapons.

Upon implementation of the described property management system, the following benefits should be realized:

- Reduced Capital Expenditures. Records will determine what capital items are currently in the possession of the department, where they are located, and how they are being used. Equipment needs then can be evaluated better, requests for new assets can be reviewed in terms of the needs of the entire department, and duplication of equipment can be avoided.
- Reduced Losses. Routine and special inventories can be conducted to uncover the disappearance or unauthorized transfer of assets. Control is positive, since every item is identified specifically by a property control number.
- Increased Operational Efficiency. The need to acquire certain items of property can be determined since a good property management system provides the location and use of all items. This enables a more efficient use of property since individual items may be transferred from locations of lesser to greater usage. The system also permits the elimination of unused or unnecessary items of property.

- Easier Accounting. Accurate property management provides essential data for cost accounting.
- Established Responsibility. A property management system places the responsibility for each item under a division or unit commander. The commander therefore may be held accountable for the loss, misappropriation, maintenance, and use or misuse of such items.
- Better Servicing. Property management can be used as a basis for maintaining regular service schedules. Better maintenance will result in better service from equipment and higher trade-in allowances.

#### Crime Scene Processing

The evidence technicians assigned to the Property Management Section should provide staff supervision over police officer/evidence technicians assigned to patrol shifts.

The crime scene and evidence processing functions of the Property Management Section should be established by general order so that all employees are fully cognizant of the availability of services and division of responsibility. The order should spell out in detail:

- Who is responsible for conducting the crime scene search.
- When and by whom the police officer/technician is to be called.

- The orderly transfer of authority and responsibility among the various commands at the scene.
- When the technical expertise of the police services technician is required at the scene.
- The general extent of the search.

In addition to the general responsibilities described above, the evidence processing functions of the Property Management Section should include:

- Identifying and collecting physical evidence at crime scenes.
- Shipping evidence to state and federal laboratories.
- Identifying and collecting physical evidence at fatal traffic accidents.
- Transporting physical evidence to the Cheyenne police headquarters or other designated laboratory facility.
- Analyzing physical evidence within the capabilities of agency personnel and facilities.
- Packaging, storing, and safeguarding physical evidence.
- Managing records necessary to maintain an accurate and legal chain-of-custody.

- Presenting testimony in court.
- Preparing necessary reports, diagrams, charts, and photographs.
- Providing an annual inventory of stored evidence.
- Maintaining the department photo laboratory.
- Providing other crime scene-related services as directed by the Property Management Section supervisor.
- Preparing an annual budget and closely monitoring expenditures for the evidence function.

Crime Scene Equipment. The Property Management Section (evidence processing function) should maintain its marked mobile crime scene vehicle. Consideration should be given to supplying the unit, at a minimum, with the following equipment:

- Electric generator and portable lights
- Plaster casting kit
- Silicone rubber kit
- Evidence vacuum
- Metal detector sweeper
- Photographic equipment
- Evidence collection kit
- Latent print kit

- Electrolytic accelerator
- Evidence identification kit
- Blood analysis kit
- Recovery magnet
- Narcotics analysis kit
- Marijuana testing kit
- Post mortem kit
- Four 100' extension cords on wheels
- One shovel
- One broom
- Nylon ropes
- One mobile radio unit

Some of these items presently are owned and used by the Cheyenne Police Department. Additional items may be purchased from scientific laboratory supply companies throughout the United States. It should be remembered, however, that the objectives of the crime scene examination officers should be evidence collection, identification, and packaging.

Evidence Preservation. A written departmental directive should specify procedures consistent with the following guidelines:

1. Officers should be required to place an identifying mark on all evidence.

2. Identification tags or labels should be securely fastened to all evidence and other property coming into the custody of the department. The label or tag should include the following information:
  - The complaint number of the case with which the property in question is identified.
  - The date, time, and place where the property was recovered.
  - The name of the recovering officer or other responsible person.
  - The name of the officer accepting custody of the property.
3. A Property Record should be prepared for all property coming into the custody of the department.
4. All evidence should be turned over to the Property Management Section at the earliest possible time. Since that office will not always be open, it will be necessary to use the existing holding lockers. The keys of these lockers should be assigned only to the Property Management Section commander and the police services technician. Officers coming into possession of evidence or found property should properly mark the evidence and personally deposit it in a locker. The door then should be snapped closed or padlocked, to be opened only by the Property Management Section commander or police services technician.

5. All evidence should be kept in a locked evidence room when not otherwise being examined or used in a trial. Whenever evidence or property is removed from an evidence storage room, an appropriate notation should be made on the Property Record. All Property Records should be held for at least two years after final disposition of the evidence or property. Inventories of all evidence should be conducted at least annually.
6. All property in the custody of the department should be held in a secure place until such time as official disposition can be made.
7. The official disposition of each item of property in the possession of the department should be recorded on the Property Record, and placed in the permanent files of the department.

Evidence Storage. The existing system of evidence storage should be continued until a decision is made concerning a new facility.

All evidence storage areas should be made safe from unauthorized intrusion or tampering, and should allow for three different types of storage modes:

- Open bin
- File cabinet
- Safe



Open bins should constitute the majority of the room area. The balance of the evidence room can be used best by installing standard letter-size file cabinets. Small items that are more subject to loss should be stored in cabinets.

A safe should be used to safeguard monies, narcotics, jewelry, and other such valuables. A refrigerator should be used for securing certain drugs, blood samples, and other perishable items.

Heavy-gauge, clear, plastic bags, capable of being heat-sealed, should be used to store evidence in the room. The evidence tag can be placed inside the bag for easy viewing, identification, and retrieval. Large and/or bulky items can be stored in cartons.

The existing evidence room is overcrowded. More frequent purging should help to relieve this problem.

#### Fleet Management

The uniformed police officer is the City of Cheyenne's most visible representative. Directly associated with the officer's visibility is the patrol vehicle. Therefore, these vehicles' appearance and condition should present a favorable impression of the department, the profession, and the City. Secondly, police omnipresence (the vehicle) generally is associated with crime prevention and criminal apprehension.

After personal salaries, police fleet operation is generally the second largest expenditure in the police budget. With growing sizes of fleets, increasing diversity of vehicles for specialist jobs, and an increasing number of optional methods of acquiring (purchase/lease), maintaining,

and disposing of vehicles, the management of police fleets is becoming increasingly complex.

City legislators, executives, and police chiefs, in their efforts to provide suitable vehicle transportation to meet department requirements, have a multiplicity of objectives to consider:

- To balance the advantages of visible fleet presence with financial outlays for fleet management.
- To provide a fleet of the composition and size necessary to perform departmental duties and responsibilities.
- To provide vehicles which have adequate performance capabilities, meet safety requirements, and satisfy officer morale and comfort criteria.

Additionally, city executives, police chiefs, and fleet managers are confronted with a number of more technical decisions regarding the fleet, such as:

- What type of vehicle to acquire.
- What optional equipment is needed.
- What maintenance and repair facilities to use.
- How much preventive maintenance is necessary.
- When to replace the vehicles.
- How to dispose of used vehicles.

The City of Cheyenne has a personal car program (PCP). This is a fleet in which individual officers are assigned a police vehicle to be used on a single shift basis. In addition, the officer is permitted personal and family use of the assigned vehicle while off duty.

Until recently, individual officer-car assignment and single shift use of vehicles was limited primarily to fleets dispersed over large areas (state or rural county), for which pooling at a central point would be impractical and inefficient. But this practice now appears to be expanding in conjunction with the "personal car program" (PCP) or "take-home car program" (THP).

While primary justification of the personal and take-home car programs is usually crime prevention and apprehension, there is considerable empirical evidence that important cost reductions also can be attributed to the programs. There are numerous factors which impact on the economic consideration, and a major cost consideration is the quality and cost associated with vehicle maintenance.

Comprehensive analysis of personal car (PCP) and take-home car (THP) programs in other jurisdictions noted:

- Multishift (MSP) Programs: vehicle life span is shorter than PCP or THP vehicles.
- MSP vehicle replacement ratio is significantly greater than PCP or THP vehicles.
- PCP or THP results in substantial annual depreciation decreases.

- PCP and THP maintenance and repair costs can be significantly less than MSP vehicles.
- Cost of maintenance time under the PCP or THP plans is eliminated by travel and using time for repairs being done on officer's off-duty time. This results in a substantial tax-payer savings.
- Cost of lost patrol presence during shift change can be eliminated with either the PCP or THP. Thus, police protection to the citizens is increased.
- Transit costs to repair shops for maintenance are eliminated under PCP and THP by requiring officers to accomplish this activity while off duty.
- PCP and THP requires less frequent vehicle equipment installations and removals as opposed to the MSP, resulting in substantial savings.
- PCP and THP can afford a substantial increase in mobilization capabilities.
- Off-duty police services and enforcement action are not nearly as possible or practical under the MSP as with the PCP or THP.
- There is some evidence that PCP and THP plans result in substantially fewer on-duty vehicle accidents and injuries to officers.
- Officer morale has shown to be measurably higher with individual vehicle assignment, which in turn results in better performance and productivity.

- The long term (5-10 years) financial savings associated with either PCP or THP may be substantial.

A thorough analysis of the plan, after several years of use, will provide necessary data to support or negate these presumptions.

#### Proposed Fleet Management

The fleet management program should remain the responsibility of the Cheyenne Police Department. The role of the commander of the Property Management Section should be to provide liaison with the City and maintain departmental fleet management records and operating costs (not to duplicate the City's records).

Specific requirements for developing detailed cost-of-operation records should include an accurate accounting of the following:

- Vehicle purchase price.
- Insurance cost.
- Purchase of equipment.  
(e.g., tires, snow tires, solvents, anti-freeze, siren, fire extinguisher, first-aid kit, emergency light systems, rear seat safety shield, shotgun and rack, and other vehicle-related equipment as shown in Table 7.1)
- Installation and removal of equipment.
- Gasoline and oil.

TABLE 7.1

REPRESENTATIVE EQUIPMENT TO BE INSTALLED  
OR CARRIED IN POLICE VEHICLES

ISSUE	ITEM	MINIMUM LIFE EXPECTANCY
*	Emergency Lite Bar	8-10 Years
	Electronic Siren	10 Years
*	Electronic Siren/Public Address System Combination	10 Years
*	Rear Seat Safety Shields	5-6 Years
*	Spotlight	3-4 Years
	Flashing Headlite Control	5 Years
	Radio Transceiver	10-12 Years
	Shotgun	Indefinite
	Blanket/Rubber Sheet	10 Years
	Dog Snare	Indefinite
	Tool Kit and Wrecking Bar/Nylon Rope	Indefinite
	Jumper Cables	Indefinite
	First-Aid Kit	Indefinite
	Fire Extinguisher	10-12 Years
	Gas Mask	10 Years
	Riot Control Equipment, Helmet, Utility Uniform	Indefinite
*	Identification Decals/Door Insignia	3-4 Years
*	Electronic/Radio Equipment Control Console	10-12 Years
	Emergency Flares	Expendable
	100-Foot Cloth Measuring Tape	3 Years
	Telephone Book for Field Reference	1 Year
	Area Map	1 Year
	Spare Ammunition in Glove Box	1 Year

\* Items installed or issued to marked police vehicles only.

Source: Sheriff Richard J. Elrod  
Cook County, Illinois  
"Comparative Cost Analysis"

- Maintenance and repair.
- Auto wash.
- Resale recovery.

The cost for operating each vehicle should be monitored accurately using a monthly vehicle cost analysis form as shown in Table 7.2.

Immediate and Future Vehicle Allocation Plans. As a goal, the Cheyenne Police Department should do everything within its power to ensure an impartial analysis is undertaken of the Personal Car Program (PCP). Data gleaned from this analysis should either support program continuation or allow for appropriate plan modifications.

Vehicle Replacement. The data contained in the Monthly Vehicle Cost Analysis included in Table 7.2 indicates the optimum time for vehicle replacement. The best indicator is the total costs-per-mile which should indicate a gradual decline in costs as miles accumulate (this trend is attributable to the initial affect of depreciation or capital shrinkage). The point at which the costs-per-mile begin to increase significantly indicates the optimum time for replacement.

#### Recommendations

1. Place responsibility for all property management within a single Property Management Section.
2. Assign a sergeant to command the Property Management Section.
3. Equip the Property Management Section with a CRT and a program for direct entry and retrieval of property records.

TABLE 7.2

MONTHLY VEHICLE COST ANALYSIS  
CHEYENNE POLICE DEPARTMENT

Mileage Segments	Maint. & Repair Costs Per Mile	Maint. & Repair Costs Per 5,000	Maint. & Repair Accumulated	Capital Costs/ Shrinkage Per Mile	Capital Costs/ Shrinkage Per 5,000	Capital Costs/ Shrinkage Accumulated	Total Costs Per Mile	Accumulative Total Costs
0- 5,000								
5,001-10,000								
10,001-15,000								
15,001-20,000								
20,001-25,000								
25,001-30,000								
30,001-35,000								
35,001-40,000								
40,001-45,000								
45,001-50,000								
50,001-55,000								
55,001-60,000								
60,001-65,000								
65,001-70,000								
70,001-75,000								
75,001-80,000								
80,001-85,000								
85,001-90,000								



4. Conduct an annual departmentwide inventory of all held property.
5. Assign two evidence technicians and one police services technician to the Property Management Section.
6. Assign staff supervision of the patrol crime scene technicians to the evidence technicians in the Property Management Section.
7. Assign evidence processing responsibilities as detailed in the text.
8. Insure that receipt for all collected physical evidence is the responsibility of the Property Management Section.
9. Assign departmental fleet management responsibilities to the Property Management Section commander.
10. Establish direct liaison between the Property Management Section commander and City.
11. Monitor vehicle cost using a vehicle cost form as discussed in the text.
12. Monitor and carefully analyze the Personal Car Program.

#### Section 5 - Police Facility

The standards and concepts of a modern law enforcement facility have changed dramatically over the last decade. The suitability of a building to serve the department properly and efficiently, and to provide the necessary needs for the public, all housed within an attractive building, now is essential. Public and staff confidence can

be enhanced by the mere physical appearance of a professional-looking and functionally-efficient building. The adequacy, quality, and appearance of the facility from which the police operate can, and usually does, affect the performance of the department and its individual members.

Human Needs. A police agency deals with many people. They can be generally classified into three categories:

- Department personnel
- The general public
- Prisoners

Each group has specific needs in a police building and the needs of each should be considered as they relate to the entire department.

The term "department personnel" includes all employees of the agency---executives, supervisors, officers (uniformed and plainclothes), clerical, and special employees. Uniformed personnel, who constitute the bulk of police employees, report for roll call prior to assuming their assignments. It is a wise policy to have this room as private as possible, since the sight of numerous uniformed personnel milling around leaves an unfavorable impression on the public. Roll call, its attendant inspection, reading of orders, and giving of special instructions should be conducted in a place out of public view. It is equally important to provide private space where officers may prepare reports (an exception to routine field reporting). This may be combined with the roll-call room if no conflict arises between people reporting for duty and those preparing reports.

Offices should be provided for the command and supervisory officers of the patrol force. They should be easily accessible to both members of the department and to the public, especially at night, on holidays, and during weekends.

The communications center should be secure from public and departmental intrusion. This center serves as a life-line for both the police officers and the public, and should not be a conveneient meeting place for the public or for the police.

Space should be allocated for training purposes. The advantages of a library are obvious and it is suggested that officers could use it profitably when waiting to go on duty, during lunch periods, and at other appropriate times. A gymnasium or workout room, as part of a training facility, is suggested to encourage maintenance of the excellent physical condition expected of officers and for other training purposes.

The police building should represent a friendly businesslike institution. Ample parking should be available to the public. The majority of persons visiting police headquarters will have business with the information center operation and it should be easily accessible to the main entrance. Employees in the information center then can handle inquiries and refer callers to the proper official or office. As a general rule, the building should be planned and equipped to avoid confusing the public. Offices should be clearly designated by functional titles on the doors.

Immediate public access to the chief of police is not always necessary or desirable. Many citizens with minor problems, who at first demand to see the chief, can be handled adequately by subordinate personnel. Constant interruptions of this sort will distract the chief from primary obligations to the department. However, superior officers in immediate charge of the headquarters operation should be accessible to the public and should, therefore, have office space for holding confidential conversations.

Parking space for police vehicles is important in making reliefs and removing prisoners to the detention area. A private detention facility entrance and prisoner reception area, easily accessible to automobiles, should be included in a modern facility. The care and custody of prisoners during detention by the police agency is an important function. Adequate planning is essential to insure that prisoners are handled in a humane and secure manner.

The first objective is to provide security. The second is to separate the prisoners from the public. Both are easier to achieve if a separate entrance can be provided leading directly into a secure prisoner holding, booking, and searching area. The entrance should permit safe and easy transfer from the transporting vehicle to the booking area. The booking and searching room should contain facilities for the complete processing of prisoners including fingerprinting and photographing.

Proper placement of the various operating functions located in the police department is important from the standpoint of efficiency. Functions which need frequent reference to others should be grouped to avoid unnecessary loss of transit time. Functions relating to the

handling of prisoners should be located in such a manner as to minimize the movement of prisoners from one point to another.

When these considerations are built into the basic plan of a new facility or made a part of any remodeling of present facilities, they will substantially alleviate potential problems and facilitate efficiency.

#### Present Police Facility

A police facility is the most expensive single item of equipment used by an agency in providing services to a community. The facility also is expected to be serviceable for a longer time than other items of equipment. Therefore, planning and design of a facility prior to beginning construction is crucial if the facility is to meet expectations.

When viewed as an item of equipment, the present facility is inadequate and is not conducive to effective operations. This condition is costly in that operational effectiveness relates directly to cost. There are several examples that illustrate this point.

- There are no interview rooms. As a result, interviews frequently are conducted in rooms that are not designed properly or equipped for this purpose. On other occasions, employees have to stop work and vacate an area so it can be used for interviewing.
- The facility represents a physical barrier to cross-training and using personnel to absorb spontaneous work overloads. This relates

specifically to communications, records, and public counter activities, all of which are subject to erratic workloads.

- The present facility is not functional from the public-user perspective. Entry into the building changes based on the time of day.
- The present facility does not separate adequately the public from the prisoners or activities associated with booking and lock-up.

Because the facility is inadequate for both the existing and proposed organizational entities, we encourage City officials to continue the planning and design for construction of a new facility. Therefore, only minimum expenditures should be placed on the existing structure.

However, one way to create more space would be to move the laboratory from its existing location to the sheriff's department building, one block from headquarters. Securing this facility for the laboratory, and as much property storage area as practical, would provide some much needed space if the recommended organizational and staffing changes are made.

Under this scenario, all computer operations should move to the existing laboratory offices. The existing debriefing room should become the shift commanders and Special Operations Section lieutenant's office. Uniformed sergeants should occupy the room housing the existing Patrol lieutenant, SEU, and polygraph.

The proposed Tactical Unit should work from the existing basement property room, and a polygraph room should be made within the Criminal Investigation Section.

#### The Space Design Concept

Additional individual office reallocations should be predicated on fundamental concepts of:

- Grouping like functions
- Minimizing internal traffic
- Having records and communications serve as the building hub
- Providing public access to the records center, the investigative section, the shift commander, and the administrative staff near the public entrance
- Placing patrol activities nearest to the parking lot, near booking and locker facilities, and away from the administrative wing of the building

These overall space design recommendations should help to make the department more efficient and effective.

For a more thorough review of these concepts, the agency should refer to "Police Facility Design" by the International Association of Chiefs of Police.

Recommendation

Make appropriate changes discussed in the text and continue the effort towards building a new facility.



## APPENDIX II

Principles of Organization

Position of Police Services Technician

Note: Appendix material is identified  
by the number of the chapter in which  
it is discussed.

## PRINCIPLES OF ORGANIZATION

### Definition of Work

The first step in organizing is to define the work to be performed. The definition must be sufficiently broad to identify the work and yet specific enough to fully describe the meaning and requirements of each task and function to be performed.

### Grouping by Function

In most police departments the tasks to be performed are grouped according to function or purpose, with separate units established to perform (1) line duties—that is, those forces that actually accomplish the work for which the organization was created; and (2) staff functions—consisting of those forces which support the line or operational units. The functions in line units are generally grouped according to the method of performing the work, so that all patrol activity is grouped together, detective or investigative effort concentrated in another unit, and so on. Similarly, the staff work in larger organizations may be further subdivided by function into technical, administrative and inspectional staff activities. These services are performed to aid the line in the accomplishment of its duties, or to insure that policy and procedure are carried out according to plan.

### Hierarchy

Most sizeable organizations and almost all police departments are structured with lines of authority and responsibility running through several levels, with a broad base at the bottom and a single head at the top. Each and every person or unit in the organization should be answerable ultimately to the chief administrative officer at the top of the hierarchy.

### Span of Control

The number of individuals reporting directly to a supervisor is known as the "span of control." While this number is influenced by both the level of supervision and the abilities of the executive and the subordinates, it is generally accepted that the number of persons under the immediate control of a police supervisor should not exceed seven, particularly when the subordinates are dispersed in time and place. Experience has shown that when this number is exceeded, the efficiency of both the supervisor and his subordinates tends to decrease, as the supervisor often become so involved in problems of coordination and minor detail that he has insufficient time either to effectively supervise or attend to the other aspects of his duties.

The span of control should progressively diminish toward the upper levels of the organization due to the fact that the interrelationships among the higher ranking supervisors and the functions they perform become progressively more complex. Consequently, it is generally recommended that the number of subordinates directly supervised by executives at top levels should not exceed more than four or five. Conversely however, if the span of control is too narrow, such as one supervisor for only one subordinate, a loss of efficiency is just as likely to occur.

### Lines of Authority

In an effective "chain of command," communications both upward and downward should go through each successive rank. When communications in either direction bypass the chain of command, a breakdown of efficiency may occur because intermediate personnel are not informed about the communication and are, therefore, not responsible for it. Thus, not only do communications break down, but authority and responsibility as well.

If such bypasses continue to occur over a period of time, the intermediate supervisors will eventually abdicate all responsibility, subordinates will commence to report all matters to the top commander and administrators will become bogged down with minor details. Thus, the tendency of some administrators to avoid the "red tape" of formal methods of communications can actually cause structural breakdown.

Lines of authority and channels of communications are the cords which hold the organization together. They bind operational units and enable them to function as a team. They link the subordinate to the supervisor and the supervisor to the administrator in an unmistakable fashion. When the successive lines and channels are observed, they become in themselves a clear definition of authority and responsibility.

### Unity of Command

This is a corollary of the concept of hierarchy, and means that each subordinate should be under the control of one and only one immediate supervisor. The principle also requires that each subdivision of an agency be under the direct command of one supervisor. In addition, when personnel of different subdivisions are engaged jointly in a single operation, it should be clearly stated in writing who is in command of that particular operation.

An individual subject to the commands of several supervisors is very likely to receive conflicting orders. This causes confusion and inefficiency, and ultimately the subordinate may either shirk his duties entirely, or may seek out a supervisor who he knows by experience will allow him to pursue the course of action he personally prefers. As

a result, he may avoid taking orders from a supervisor who is more positive or efficient in the performance of his duties.

### Unity of Purpose

For an organization to operate successfully, its individual members must understand the organization's goals and must work cooperatively together with each other to achieve them. Every police officer and supervisor must recognize that he is a member of the department first and a specialist thereafter. Failure to understand, accept and apply this principle allows members of an organization to work at cross-purposes and in disharmony.

### Fixing of Responsibility

Every member of a police agency should have a clear understanding of the duties and responsibilities of his position, his unit, and every subdivision within the chain of command. A member should know to whom he is responsible and who is responsible to him. Understanding of the relationships and purpose of the organization is accomplished primarily by the distribution of written directives such as organization charts, general orders, procedural manuals, position classification and duty statements, and secondarily by means of verbal communication.

### Authority Commensurate with Responsibility

In order to properly execute delegated responsibility, employees must be given sufficient authority to accomplish each assignment. Employees at every level of the organization should be given the authority to make decisions necessary to the effective execution of their responsibilities. Each superior officer must be held responsible for his own performance and that of the personnel assigned to him. In order to fulfill his responsibilities, he must have control over the equipment and personnel in his charge. The ranking officer of each unit must have command over every subordinate.

### Accountability for Use of Authority

The subordinate to whom authority has been delegated must be held responsible to his superior for its proper use. The need to account for the discharge of authority becomes particularly acute in police departments because of the serious consequences of enforcement action and because of the legal responsibilities inherent in the police function. Operating personnel are constantly involved in situations requiring that they make immediate decisions affecting their own safety and that of others. Thus, it is essential that officers properly interpret and apply their delegated authority. Authority, rather than a right or a privilege, is an obligation to perform in a proper manner.



## POSITION OF POLICE SERVICES TECHNICIAN

Civilian employee of sound physical condition and emotional stability subject to irregular hours of work. Position requires advanced training in a variety of specialties to insure adequate staffing for performing essential functions throughout the 24-hour day, 7 days per week. Maximum flexibility in assignments requires a number of technical skills in the performance of a variety of tasks, with a minimum number of personnel. Incumbents must generally exercise a wide latitude of discretion and independent decision-making with a minimum of supervision.

Educational attainment at entrance to position must include high school graduation with preference given to those with higher learning if physical and emotional requirements are equal. Skills required for entrance to position are those of a typist or typist with shorthand competent to the degree required for governmental positions of typist or secretary.

Pay steps are provided, and each step requires demonstration of a satisfactory degree of proficiency during a probationary period with added skills required before the next pay step is achieved. Top pay not to exceed the maximum pay for a patrolman.

Employee must qualify in servicing requests of the public and police officers in a polite, alert, and informal manner. This ability should include skill in proper telephone techniques and personal encounters. The skill of employees in this area is an essential part of maintaining the police image which is largely judged by the manner in which citizens' telephonic requests are processed as well as by the professional-like conduct of the uniformed officer on the street.

The indicated skills in telephonic conduct are an essential part in the training leading to possible assignment as a radio dispatcher, who must have a thorough knowledge of the area's geography, street addresses, and locations and general operating procedures of various emergency services such as fire and ambulance. The dispatcher must be thoroughly knowledgeable in deployment of police vehicles to answer minor complaints as well as reports of crimes in progress. The dispatcher must have a thorough knowledge of the essential backup provisions necessary to the proper operation of one-man patrol, and be proficient in such assignments, including the emergency assignments of vehicles to form police blockades of areas to prevent escape of a criminal. The incumbent must gain a thorough and intimate knowledge of the intelligence and information systems of the department. These include the receiving, processing, and answering of inquiries on "stops"; requesting other agencies to place "stops"; the receiving, processing, and answering of inquiries on wanted criminals, on stolen automobiles, on missing persons; and requests involving the identity of registered owners or drivers involved in a police incident. Employee must be able to search the technical *modus operandi* and crime location files in order to extract information requested by patrolmen and investigative officers. Employee must have full knowledge of the needs of criminal investigators, and initiate action on any probable identifications.

Employee must have a thorough understanding of the security requirements surrounding the release of police intelligence or information. This includes not only investigative intelligence and identities of suspects but also the highly sensitive area of the identities of known juvenile offenders.

Employee should qualify through training to assist in the booking of prisoners including the execution of technical fingerprint records, maintenance of inventories of prisoners' property and the like. Employee should qualify in classifying, searching, comparing, and filing ten-fingerprint cards in the personal identification files. Employee should qualify as an office machine operator incidental to other duties, including coding and key-punching data for electronic data processing. Employee should qualify in skills required to compile statistical abstracts and analysis not available through data processing procedures.

Employee should be permitted to progress at the rate of one pay step per annum provided a vacancy is available before each promotion and provided, as previously stated, thorough qualification for the next pay step has been demonstrated. To this end, employee at each level is to receive training needed for the next higher level in sufficient time to permit qualification no later than one year from his or her last step increase.

**APPENDIX II.**

**Alternative Manpower Considerations**



## ALTERNATIVE MANPOWER CONSIDERATIONS

It is the consensus of experienced and successful police executives that there are numerous manpower alternatives to the use of regular sworn police officers. These alternatives, which should be considered by every department, can result in important additions to the police agency. Law enforcement agencies should examine their internal operations and determine where and how civilian or nonsworn personnel can be used in lieu of regular sworn police personnel.

### Civilian Personnel

It is an assertive fact that law enforcement professionalism is enhanced when police officers perform only those tasks having an identified need for police skills and knowledge. This is to say that police executives should consider employing civilian personnel in departmental positions having no such identified need. Aside from releasing officers for more traditional tasks, employing civilians allows the hiring of individuals possessing specialized skills, thus resulting in greater efficiency.

There are several supportive reasons for the employment of civilians in appropriate functional areas within a law enforcement agency:

- Civilians do not command the salaries of trained sworn police officers.
- It is less expensive to recruit, select, and train a clerk than it is to hire another police officer.
- Civilians often have specialized skills needed in police work. For example, photographers, laboratory technicians, and chemists all are required for police work. Many of them do not want to be police officers, yet their skills are needed in support of departmental objectives.
- Police officers, when freed from routine tasks, can be used more effectively in line operations related directly to the preservation of law and order and the protection of life and property. Many police officers are bored by routine tasks. Whenever police officers are free to perform more challenging work, it is generally axiomatic that a heightening of officer morale often follows.

The hiring of civilian personnel should, of course, be tempered with discretion. Non-sworn personnel should not be used in jobs that require the full exercise of police authority or in jobs that provide essential training for career officers. Again, it is not a good policy (although it is sometimes practiced) to place sworn police personnel in a position directly subordinate to a civilian supervisor. Further, civilian personnel should not be used to fill jobs where police insight into conditions and problems can improve the operation of the agency.

Community Service Officer (CSO) - Public Service Officer (PSO), Within the past few years, several agencies, after employing civilians in supportive roles, have

commenced to deploy them in quasi-police duties. As described in the Task Force Report: The Police, the duties of the CSO would be to:

Assist police officers and agents in their work and to improve communication between police departments and the neighborhood as a uniformed member of the working police. He would render certain carefully selected police services to these neighborhoods. For example, the CSO might play an important role in police work with juveniles; refer citizen complaints and problems to appropriate agencies; and perform services such as emergency aid for the sick, the mentally ill or the alcoholic. The CSO would, moreover, investigate certain minor thefts and loss of property; provide continuing assistance to families encountering domestic problems; and work with specialized police units such as a community relations unit.<sup>1</sup>

In more than one municipality which have adopted a CSO/PSO program, significant savings have been noted in time and money. Another "fringe benefit" of the CSO/PSO program is the fact that the CSO/PSO designation may be made part of the career pattern in a police agency, i.e., by allowing the nonsworn CSO/PSO to progress from that position into the ranks of the agency's sworn personnel.

#### Reserve Police Officer

The term reserve police officer usually is applied to a nonregular, sworn member of a police agency who has regular police power while functioning as an agency's representative, and who is required to participate in agency activities on a regular basis. A reserve officer may or may not be compensated for his services, depending on each agency's policy. The term reserve is often used interchangeably with auxiliary in referring to nonregular police employees. The auxiliary officer, however, is one whose function is usually related to civil defense activities and whose participation in police functions is usually limited to emergency situations.<sup>2</sup>

It should be kept in mind by agencies employing the services of reserve police that these forces constitute a manpower alternative, not a substitute for trained full-time sworn personnel. A primary purpose of a reserve unit is to supplement regular sworn personnel and to provide a qualified manpower resource to assist in emergency or support situations. When reserve police are selected, trained, and used in this manner, they constitute a worthwhile addition to the agency concerned.

Most law enforcement agencies utilizing the services of reserves generally assign them to perform duty at special events, civil disturbances, or during natural disasters as a supplement to the regular patrol force. Other agencies have expanded the role of the reserve police to include patrol, traffic, communications, and other specialized police functions.

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<sup>1</sup> President's Commission on Law Enforcement and Administration of Justice, Task Force Report: The Police, (Washington, D.C.: U.S. Government Printing Office, 1967), p. 123.

<sup>2</sup> National Advisory Commission on Criminal Justice Standards and Goals, Report on Police (Washington, D.C.: U.S. Government Printing Office, 1973), p. 264.

Supplemental Information

It is highly recommended that any agency contemplating the use (either initial or expanded) of civilian personnel and/or reserve police officers employ the following reference, especially Chapter 10 ("Manpower Alternatives") thereof, as a primary planning document: National Advisory Commission on Criminal Justice Standards and Goals, Report on Police (Washington, D.C.: U.S. Government Printing Office, 1973).

**APPENDIX IV**

**Administrative Filing**

## ADMINISTRATIVE FILING

### Correspondence

A copy of all correspondence of an administrative nature, as opposed to a police case, should be retained in the administrative file in addition to that filed in the originating office. The chief should review and sign outgoing administrative correspondence unless the items being mailed are form letters or correspondence of a repetitive nature. In these cases, a stamped signature or facsimile of the chief's signature may be used. (Letters relating to crimes or police incidents should also be prepared in the name of the chief, but signed by the officer who drafts the correspondence. Here, there is no reason to place a copy of the letter in the administrative file since a copy should be filed under the appropriate complaint number.) It should be stressed that the complaint file and other files dealing with operational matters are not administrative files. No case reports or correspondence dealing with specific crimes should be placed in the administrative file. Review of case correspondence should be made by the services sergeant.

### In General

The recommended administrative filing and classification system consists of eight major divisions. These are general in nature and broad enough to include all subjects filed. The addition of other major subject categories should not be authorized. The major categories are divided by fifth-cut pressboard metal tab filing guides with the category designation on the first position. Material is held in kraft or manila folders, third-cut. Primary subdivisions are indicated on the first position, secondary on the second position, and third on the third position. The following are different examples of the file codes taken from the master outline:

Major	ADM	Administration
Primary	ADM 4	Budget
Secondary	ADM 4-2	Purchasing
Third	ADM 4-2-1	Purchase Requisitions

The file folders can be prepared by typing the classification code and description on gummed roll-labels.

### Classifying

The originating unit is responsible for properly classifying its documents and placing the classification in the upper-right-hand corner. The initial step is to determine the

main subject of the document. Many records are given a subject designation by the originator, such as that which appears in the standard memo format. Some papers, however, may require reading segments of the record to make a proper determination. Next, the classification is added. It is not necessary to include the verbal description of the subject, such as "Purchasing," but only the major category and code numbers. Examples: ADM 5; PERS 3-2; OPS 4-5.

This is exclusively a subject file system. The office, agency or person who originated or received the document is not relevant to the classification. For example, if the captain sends the chief a report on one-man patrol cars, the proper classification should be "Patrol Methods," and not "Planning," "Memos to the Chief," or some other non-subject classification. Material collected over the previous two-year period and currently in the administrative files should be reclassified according to the master outline.

Material presently in the files should be removed, classified, coded and sorted by subject matter within the limitations of the master outline.

#### Cross-Referencing

The need for cross-referencing may arise under two conditions—first, when two or more subjects are covered in one document; and second, when the subject matter is clearly not discernible. In either case, the cross-reference sheet shown below should be used. Cross-references are indicated on the original document by placing a second (or third) code beneath the first code as follows:

ADM 6  
X PERS 2-2

TO: TO:

FROM: FROM:

SUBJECT:

Next, a cross-reference sheet is filled out and filed under PERS 2-2; making reference to the record filed under ADM 6.

CROSS REF. NO. _____	
DATE _____	
CROSS REFERENCE SHEET	
MAIN SUBJECT:	DATE OF _____
TO:	FILED UNDER _____
FROM:	
BRIEF SUMMARY:	

Cross-reference sheets should not be considered as records. They are simply tools, and should be printed in a distinctive color to facilitate removal from the files. There should be no limit to the number of cross-references that may be made for a single record. However, this process should only be employed when absolutely necessary. Cross-referencing is designed to make filing and searching easier, and therefore, the process should not become a major task impeding normal filing operations.

Only one person should have the responsibility for placing material in the main file. A tray should therefore be provided for temporary storage of documents awaiting refiling.

The following is a master outline for the administrative filing system.

## MASTER OUTLINE - ADMINISTRATIVE FILE

<u>Code</u>	<u>Title of Folder - Typical Contents (but not limited to)</u>
ADM	ADMINISTRATION
ADM	1 Administrative theory; administrative surveys; <u>general</u>
	2 <u>Organization</u> (policy, theory, charts)
	3 <u>Planning function</u> (policy, procedure)
	4 <u>Budget and Finance</u> (policy, procedure)
	4-1-1 Annual budget folders, individually labeled as " <u>1963 Budget</u> ,"
	4-1-2 " <u>1964 Budget</u> ," and so on
	4-1-3
	4-2 <u>Purchasing</u> (policy, procedure and working files)
	4-2-1 <u>Purchase Requisitions</u> (procedure, files)
	4-2-2 <u>Catalogues and manufacturers' literature</u>
	4-3 <u>Funds</u> (policy and procedure on petty cash, change funds, receipts)
	5 <u>Office Practice</u> (policy and procedure on routing, mailing, supplies, phone index, and so on)
	6 <u>Reporting</u> (policy and procedure related to general activity, crime, traffic, inspection, and other internal reporting)
	6-1 <u>General Activity Reports</u> (monthly and annual file)
	6-2 <u>Uniform Crime Reports</u> (monthly and annual)
	6-3 <u>National Safety Council Reports</u> (monthly and annual)
	6-4 <u>Inspection Reports</u>
	6-5 <u>History of the Department</u> (notes, clippings, photos)
	6-6 <u>Officers' Monthly Work Summaries</u>
	7 <u>Direction and Control</u> (policy and procedure relating to leadership, supervision, and issuance of written directives and communications)
	8 <u>Staff Meetings</u> (policy, agendas)
PERS	PERSONNEL
PERS	1 <u>Police Commission</u> (organization and procedure)
	2 <u>Working Conditions</u> (in general, also surveys of general conditions)
	2-1 <u>Salary</u> (schedules, surveys, pay plans)
	2-1-1 <u>Merit Raises</u>
	2-1-2 <u>Longevity Pay</u>
	2-2 <u>Days off</u> , shift selection, hours of work, mealtimes (policy)
	2-2-1 <u>Work Schedules</u> (current and previous)
	2-3 <u>Overtime and Time Off</u> (policy, time-slips)
	2-4 <u>Annual Leave</u> (policy and procedure; vacation schedule)



## Code

- 2-5 Sick Leave (policy; sick report file)
- 2-6 Insurance - Health and Life (policy; policies; corresp., claims)
- 2-7 Workmen's Compensation
- 3 Recruitment (policy and procedure; includes recruitment, examination, selection, and appointment)
- 3-1-2 Folders for each test, labeled "Exam - 6-64," "Exam - 163," (to correspond with the month and year of patrolmens' examinations) containing results, lists
- 4 Promotion (policy and procedure)
- 4-1-2 Folders for each test, labeled for example, "Sgt. Exams etc. 5-63" and containing announcement, results, list
- 5 Probation (policy; tickler file to determine end of period)
- 6 Performance Ratings (policy and procedure)
- 7 Rosters (alphabetical listing of members; also by seniority in rank; and seniority in department)
- 8 Resignation
- 9 Retirement
- 10 Disciplinary Action - reprimand, transfer, suspension, demotion, dismissal (policy and procedure - not specific cases)
- 11 Individual personnel folders, filed alphabetically in a locked cabinet and divided into Active and Inactive. Each folder should consist of personnel action forms (attached to one side of the folder), and general information (attached to the other side) including personnel complaint investigations, performance ratings, information relating to skills and achievements, application forms, and transcripts.
- 12 Individual background investigation folders, filed alphabetically, again in Active and Inactive. Each folder should contain background investigation details, oral interview comments, and FBI and local fingerprint histories. This file should be kept locked and under the chief's personal control.

## TRNG

## TRAINING

## TRNG

- 1 Training (policy)
- 2 In-service Training (policy, announcements, correspondence)
- 3 Academies and Special Courses (policy, announcements, correspondence)
- 4 College Programs (policy, announcements, correspondence)
- 5 Training Outline (filed alphabetically by subject matter)

## OPS

## OPERATIONS

## OPS

- 1 Crime Causes and Prevention (in general; notes and theories on local conditions)
- 1-1 Crime Analysis (methods; reports)
- 2 Patrol (in general; its role in the department)
- 2-1 Patrol Distribution and Deployment (procedures; results of studies)

## Code

- 2-2 Patrol Methods and Systems (policy, procedure)
- 3 Crime Suppression Techniques
- 4 Crime Investigation Techniques
- 5 Police Procedure and Tactics ("How to Handle" series - files on policy and procedure for specific types of crimes and incidents, arranged alphabetically)
- 6 Mechanics of Arrest, Custody of Prisoners
- 7 Criminal Procedure
- 7-1 Arrest, Search and Seizure (procedure, opinions)
- 7-2 Booking (policy, procedure)
- 7-3 Bonds (policy, procedure)
- 7-4 Court Procedure (arraignment through appeal-policy, procedure)
- 7-5 Complaints and Warrants (policy and procedure)
- 8 Traffic (in general; its role in the department)
- 8-1 Enforcement (policy and procedure for each type of violation; notes; opinions)
- 8-2 Engineering (policy and procedure in signs, signals, and construction; studies and recommendations)
- 8-3 Parking Control (policy, plans, surveys, correspondence)
- 8-4 School Safety Patrol
- 8-5 Crossing Guards
- 9 Investigation Division (policy and role of the division in the department)

## SERVS

## SERVICES

## SERVS

- 1 Communications
- 1-1 Radio (policy; technical literature; FCC correspondence)
- 1-2 Dispatching (policy and procedure)
- 1-3 Teletype (policy and procedure)
- 1-4 Telephone (policy and procedure)
- 2 Records (policy and procedure related to the records function in general plus policy and procedure for each of the forms and les)
- 3 Report Review and Classification (policy and procedure)
- 4 Facilities
- 4-1 Buildings (plans, layouts)
- 4-2 Building Maintenance
- 4-3 Equipment Operation and Maintenance (policy, procedure and correspondence; equipment inventories)
- 4-4 Vehicle Maintenance
- 4-5 Identification and Laboratory (policy and procedure)
- 4-6 Jail operations

## PR

## PUBLIC RELATIONS

## PR

- 1 Press Relations (policy; procedure; press releases)
- 2 Community Organizations (policy; roster of organizations)
- 3 Speeches and Public Contacts (policy; speech file)
- 4 Community Safety Program

**Code****LIA**

**LIAISON** (policy and procedure with outside agencies having contact with the police department; in folders with listing as per telephone directory, and divided into federal, state, county, local, and quasi-governmental (such as National Auto Theft Bureau))

(Example)

**LIA**

- 1 Federal Agencies
- 1-1 Alcohol and Tobacco Tax Unit
- 1-2 etc.
- 2 State Agencies
- 3 County and Circuit Court Agencies
- 4 City
- 5 Local Districts
- 6 Quasi-Governmental Agencies

**LEG**

**LEGAL** (laws, amendments, decisions, and opinions)

**LEG**

- 1 U. S. Laws
- 2 State Laws
- 3 County Ordinances
- 4 City Ordinances
- 5 Local District Regulations

## APPENDIX V

User's Guide for the Multijurisdictional  
Police Officer Examination (MPCE)

Qualifications Appraisal Guide

Recommended Medical Requirements

Personal History Statement

Guide to Performance Evaluation with  
Promotional Potential Rating Form

Model Grievance Procedure

Field Training Guide

Personal History Card

Recommended Contents of Personnel Folder

USER'S GUIDE

for the

MULTIJURISDICTIONAL POLICE OFFICER EXAMINATION (MPOE)

Police Management Division  
INTERNATIONAL ASSOCIATION OF CHIEFS OF POLICE  
Thirteen Firstfield Road  
P.O. Box 6010  
Gaithersburg, Maryland 20878

January 1, 1985

NOTICE OF PRICE INCREASE

AND

REVISED ORDERING PROCEDURE

Due to increased handling and material costs, a new price schedule has been adopted, effective June 1980. The ordering procedures have been simplified, as shown below. The new price schedule and ordering procedures supersede any previous information.

Price Schedule for Members of IACP and IPMA

Handling Fee.....	\$ 30.00 per order
Test Booklets	
1 - 50 booklets.....	\$ 6.50 per booklet
51 and over (add to order of 50).....	\$ 5.50 per booklet
*Study Guides.....	\$ 1.00 per copy
(Each applicant <u>must</u> be provided with a study guide at <u>least one</u> week prior to the examination.)	
Technical Report.....	\$ 15.00 per copy
(Validation Study)	
Additional Scoring Keys.....	\$ 2.00 each
(One scoring key is provided with each order, without charge)	

Price Schedule for Non-Members

Handling Fee.....	\$ 30.00 per order
Test Booklets	
1 - 50 booklets.....	\$ 7.00 per booklet
51 and over (add to order of 50).....	\$ 6.00 per booklet
*Study Guides.....	\$ 1.00 per copy
(Each applicant <u>must</u> be provided with a study guide at <u>least one</u> week prior to the examination.)	
Technical Report.....	\$ 15.00 per copy
Additional Scoring Keys.....	\$ 2.00 each
(One scoring key is provided with each order, without charge)	

NOTE: There is a fee of \$1.50 for restocking for each unused booklet returned to IACP. (See further information on page 11).

TEST RENTAL PROCEDURES PROVIDE THAT UNUSED EXAMS MUST BE RETURNED WITHIN SIXTY (60) DAYS. USED EXAMS ARE TO BE DESTROYED. ALL SCORING KEYS ARE THE PROPERTY OF IACP AND MUST BE RETURNED WITHIN SIXTY (60) DAYS.

#### Other Ordering Information

Each new order incurs the handling fee and test booklet charges regardless of frequency of orders. All orders will be billed in full at the time of shipment. Refunds or credit will be given for unused tests returned with seals unbroken, less \$1.50 per test booklet restocking fee.

Used test booklets must be destroyed immediately after test administration, by the user, under the conditions of the test security agreement. (This agreement must be signed and received by the IACP before tests can be shipped.)

One scoring key is provided free of charge with each order. Additional scoring keys may be ordered as previously indicated. All scoring keys must be returned immediately after use. Sufficient answer sheets are provided free of charge with orders.

Users are urged to score their own answer sheets, for convenience and security. However, if desired, the IACP will score answer sheets in quantities of 50 or less (maximum 50 answer sheets per month per user) for an additional flat fee of \$20.00.

Test material is shipped one-way to the user by United Parcel Service at no additional charge. Users must prepay any return shipments.

\*NOTE: Study Guides are purchased and become the property of the user. They are not returnable for credit or refund.

Technical Reports are not returnable for credit or refund.

## PART I: GENERAL INFORMATION

The Multijurisdictional Police Officer Examination (MPOE) is designed for use as the main written component of entry-level selection systems, to determine if applicants can demonstrate the minimum abilities needed to learn to become effective police officers. Assisted by funding from the Police Foundation, the International Association of Chiefs of Police (IACP) and the International Personnel Management Association (IPMA) contracted with the Educational Testing Service (ETS) to develop this test which measures abilities judged relevant to successful job performance. Details of the strategy used in the development are described in the technical report. Many agencies cooperated in this project. The MPOE is appropriate for most departments: large, small, state, county, and municipal.

### Study Guide

An essential part of the testing process is a study guide. This guide contains information which must be studied by the applicant to perform well on certain sections of the MPOE which test memory skills. Also the fairness of the test to minority applicants is enhanced by the use of this guide. All applicants can become equally familiar with the vocabulary that appears in the test, and the types of questions to be answered. It is necessary for a copy of this guide to be received by each applicant at least one week before the test date. Experience suggests that this one-week minimum must be adhered to. While a more extended study period is desirable, we recommend a maximum of three weeks.

### Security

To protect the security of the test, it is offered on a rental basis. Test booklets must be destroyed immediately after their first use. Answer sheets may be returned for scoring by IACP or retained by the department under the self-scoring option (see price schedule). Tests submitted to IACP for scoring will be processed and reported promptly, with an average turn-around time of one week, depending upon the size of the order submitted. A Test Security Agreement is entered into with a responsible user representative, which details the security precautions to be followed, and is required before a test order can be filled.

### Contents

The MPOE consists of 150 multiple-choice questions, with a recommended 2½ hour test period limit, which has proven more than ample. Copies of the actual test, itself, are not available for inspection due to security considerations. However, the applicant study guide is obtainable for this purpose, and does provide a representative picture of the test structure and format. Although sample questions appear in that publication, a description of question types follows:



1. Synonyms: The applicant is required to choose the one word among several which is closest in meaning to a given word.
2. Forms and Procedures: Instructions for completion of typical police forms and sample police procedures are presented for memorization in the applicant study guide. The test requires identification of errors in completed forms or procedural descriptions.
3. Wanted Posters: Posters containing pictures and captions are presented in the applicant study guide. Test questions require recognition of features and matching subjects to descriptions.
4. Area Maps and Maps of Accidents: These sections test the applicant's ability to select best travel routes and clearly describe accidents.
5. Exercising Judgment and Identifying Critical Situations: The applicant is required to assess emergency situations and choose an effective sequence of actions.
6. Identifying Common Factors: This segment tests the applicant's ability to study a series of pictures and to determine common ideas or themes.

### Purpose

It is important to note the intended purpose of the MPOE. The test is designed to serve as a screening device and is useful if it identifies those applicants who have an adequate amount of those abilities necessary to learn and perform police work effectively. The test is not designed to discriminate to a fine degree among applicants who demonstrate a high level of those abilities. It is possible that certain applicant groups, such as those with advanced education, will receive relatively high MPOE scores. While the MPOE scores in this case would provide useful confirmation of learning ability, the department should consider the cost-effectiveness of its total selection program when using the MPOE with such applicants.

Since it is a test of cognitive abilities, the MPOE does not address many attributes important to the selection of police officers, such as physical condition, attitudes, and other personality traits. It is assumed that the MPOE will normally be used as part of a program which addresses these other elements of police performance.

### Scoring

The maximum score on the MPOE, expressed as one point per question, is 150. Conventionally, scores are reported in terms of the number of questions right out of 150. Field experience with the test is not yet sufficient

to determine a standard cut-off score. Bearing in mind the screening function of the test, an appropriate cut-off score may be quite low in many instances. The department must consider the many hiring factors surrounding each test administration before selecting a score.

#### Validity

The MPOE has been designed to be content valid. Also criterion-related validity studies have been carried out. Considerable evidence of the test's validity exists. However, the nature of testing makes it impossible to give a blanket assurance of validity. Therefore, the IACP cannot guarantee that the MPOE will be ruled valid in a specific application. However, the IACP will cooperate with users in establishing an argument for the validity of the MPOE when it is used in appropriate circumstances.

#### Ordering

The MPOE is provided on a rental basis to protect its security. A handling fee of \$30 is charged for an order. The rental fee per test booklet is \$6.00/6.50 for the first 50 ordered and \$5.00/5.50 per booklet for any remaining booklets ordered. A complete price schedule precedes this User's Guide. Order sizes must be estimated well in advance of use by the department and invariably not all the booklets are used. Unused booklets may be returned for credit or refund, less a \$1.00 restocking charge per booklet, providing the seals are not broken.

The test rental procedure provides that the department must return unused tests within sixty (60) days of receipt unless a subsequent order is placed in that period.

Study guides are purchased by the department and furnished by them to applicants. The department has the option to collect and reuse the study guides. The study guides and technical report are not returnable for a refund.

The attached Test Security Agreement form is required before orders for tests can be filled. Only the designated department representative or his/her alternates should have access to the test booklets and scoring stencil. The technical report and study guides may be purchased without completion of the security agreement.

The yellow copy of the form is to be returned to IACP and the other copy may be retained for departmental records. Orders may be placed by phone or by letter. Please allow a minimum of four (4) weeks for processing orders.

## PART II: TEST ADMINISTRATION

#### Pre-Test Preparation

The first step in successful test administration is timely ordering of materials. The applicant study guide should be in the hands of the applicants at least one week in advance of the testing date to provide study

opportunity to all applicants. The necessary Security Agreement is attached to this guide.

Next, prepare a secure storage place for the tests in advance of their arrival. The authorized individual who has signed the test security agreement, or the designated alternates, are the only persons who should have access to the test booklets and scoring stencil.

Do not forget to arrange for a testing room well in advance if departmental facilities are not adequate. Needless to say, comfortable, well-organized testing conditions are required to give all applicants a fair chance to do their best. Ensure that the test room is well-lighted, well-ventilated, and quiet. There should be an adequate number of chairs, spaced at least three feet from one another in all directions, with writing surfaces available. Remember to have an ample quantity of #2 pencils with erasers.

### Getting Started

Only the security officer or designated alternate should handle the test booklets. It is suggested that a Check-Off List (such as the sample one enclosed) be used to keep record of the tests during use and preparation for return shipment, and also as a departmental record of test serial number by applicant's name. (NOTE: If IACP scoring service is requested, scores will be returned by the identification serial number.)

Hand out the test sequentially, noting the name of the applicant receiving each booklet on the Check-Off List. When everyone is seated, and has received a test booklet and answer sheet, read the following suggested instructions slowly and clearly to all:

1. You should all have before you a sealed test booklet that should not be broken until instructed, an answer sheet, and a pencil. If you are missing any of these materials, raise your hand.
2. No other material is authorized for use during the test. Pass any scratch paper, applicant study guides, or similar material to the end of the aisle, where it will be collected by a proctor. (Pause. Collect material, if necessary.)
3. Turn to your answer sheet. (Note: the following instruction(a) is optional.)
  - (a) Print your name in the space indicated.
  - (b) Enter today's date.
  - (c) Put the initials "MPOE" in the space, "name of the test."
  - (d) Carefully copy the test identification number from your test booklet onto your answer sheet in the space marked "part." (Pause) Check that you have copied your number correctly. Mistakes may invalidate your score.
4. Mark your answer to all questions on this answer sheet. Columns A through D of the answer sheet are lettered to correspond with the letters of the answer choices to the questions in the test booklet. No credit will be given for answers recorded in column E. No credit will be given for anything written in the examination booklet. Mark only one answer to each question on the answer sheet. Be sure that each mark is black and completely fills the answer space. To change an answer, follow the instructions on the answer sheet.

5. Use only #2 pencils, and do not write in the test booklet. Breaks will be on an individual basis, as required. If you need to leave the room, insert your answer sheet in the test booklet and place both face down at your seat.
6. Time will be announced every 15 minutes after the first hour.
7. This test consists of 150 multiple-choice questions. Your score is the number of questions you answer correctly. Use your time effectively and mark the best answer you can to every question. Do not spend too much time on questions that are too difficult for you. It is more important to complete as many questions as possible in the time allowed. You will have 2½ hours (150 minutes) for the test.
8. Are there any questions?
9. Turn to the test booklet. Break the seal and quickly check to see that there are no missing pages or stray marks in your test booklet.
10. Are there any problems? (Replace with good materials.)
11. The time is now \_\_\_\_\_. You may begin.

#### During the Test

Adhere strictly to the procedures outlined above. In case of emergencies, such as power failures, have all applicants turn papers face down and suspend timing. Prohibit talking and restart the group together.

#### Ending the Test

Collect all test booklets and answer sheets at the end of the examination period, preferably before anyone leaves the room. Keep a positive record of those turning in testing materials (such as the enclosed Check-off list) to avoid confusion and possible loss or theft of material.

#### Returning Materials

Unused test booklets should be counted immediately after the test period, packed for shipment, and secured until return mailing to IACP. If the answer sheets are to be scored by the IACP, copies may be made before mailing, if a file of copies is desired by the agency. Answer sheets may be sent under separate cover if this will speed shipment. Otherwise, single shipments are desirable to avoid loss and confusion. If you are a self-scorer, retain strict custody of answer sheets and scoring stencil until grading to minimize risk of compromise. The scoring stencil must be returned to the IACP with the unused test booklets. All shipments should be sent postage-paid, with a "return receipt requested" provision (e.g., insured, certified, or registered U.S. mail, or United Parcel Service "A.O.D." card).

Destroying Used Test Booklets

To protect the security of the test, the rental procedure requires that used tests be destroyed immediately after use. In this way, the time of exposure of tests to the risk of loss is minimized. Destruction should be by shredding, incineration, or other positive means. It is the responsibility of the person or persons signing the Test Security Agreement to insure the timely destruction of the used tests.

SAMPLE

TEST ADMINISTRATION CHECK-OFF LIST

Serial Number	Name	Test Out	Test In	Packed for Shipment	Shipped	Admin. Initials	Comments
000001	Doe, John	✓	✓	2/31/77	3/5/77	KLY	test used
000999	---			2/31/77	3/5/77	KLY	test unused

# INTERNATIONAL ASSOCIATION OF CHIEFS OF POLICE

**Title of Examination**

1

**OVERALL PERCENTAGE RATING IS \_\_\_\_\_**

**APPEARANCE, MANNER AND BEARING:** Will his appearance, manner and bearing help or hinder him in this job? Will he be impressive when speaking to his men? Other law enforcement officers? Civic Groups? Does he appear to have the necessary command presence? Drive? Stamina?

**ABILITY TO PRESENT IDEAS:** Will his ability to express himself be adequate for this job? Is he logical, convincing, persuasive? Or does he ramble, or get confused or talk vaguely, or get verbose?

**SOCIAL ADAPTABILITY:** Is he at ease, friendly and confident? Will he have the tact and adaptability necessary to deal with public officials, irate taxpayers, co-workers etc., under trying conditions? Or would he tend to be submissive, overbearing, or impatient?

**ALERTNESS:** Does he grasp ideas quickly, or does he appear to be slow to understand? Do his responses indicate that he would be quick to understand the problems in this job or would he understand only the more obvious points?

**JUDGMENT:** Will he consider all the facts before reaching a decision? Will he know when to act and when to get more information before acting? Will he know when a situation justifies departure from policy, and when it doesn't? Would you trust his judgment?

**ADEQUACY OF BACKGROUND:** Will his background fit him for the duties of this position? Is his experience sufficiently broad and extensive that he will have an adequate background upon which to draw?

**OVERALL-EVALUATION:** After comparing the candidate with the above factors and any other personal qualifications, would you select him for employment in this job? To what extent does he meet what you consider to be the ideal qualifications for this job?

**NOTE:** Any ONE rating in the "Not Acceptable" area should result in a final rating of "Grade Below Passing" for the candidate. The candidate's grade on your rating should be the same as shown in the "Not Acceptable" area. One or more checks in the 60% – 69% column should cause serious study before qualifying such a candidate. Overall ratings need not be average of above listed traits.

**RATER'S COMMENTS:** Use other side and additional sheets, if necessary.

RATER'S SIGNATURE

[illegible]

## RECOMMENDED MEDICAL REQUIREMENTS

### Medical Examination

The police applicant must be physically sound. This is to be determined by a licensed physician selected by the police department.

The following statement regarding minimum standards is attributed to the National Association of Police and Fire Surgeons:

### "General Appearance

The applicant must be free from any marked deformities, from all parasitic or systemic skin disease, and from evidence of intemperance in the use of stimulants or drugs. The body must be well proportioned, of good muscular development, and show careful attention to personal cleanliness. Obesity, muscular weakness, or poor physique must reject. Girth of abdomen must be not more than the measurement of the chest at rest.

### Nose, Mouth and Teeth

Obstruction to free breathing, chronic catarrh, or very offensive breath must reject. The mouth must be free from deformities or conditions that interfere with distinct speech or that predispose to disease of the ear, nose or throat. There shall be no disease or hypertrophy of tonsil or thyroid enlargement. Teeth must be clean, well cared for, and free from multiple cavities. There must be at least two molar teeth to each jaw on each side and these teeth in good apposition for proper mastication. The jaws must be free from badly broken or decayed teeth so far destroyed as to render filling or crowning impossible. Missing teeth may be supplied by crown or bridgework; where site of teeth makes this impossible, approved dentures will be accepted. At least 20 natural teeth must be present. Pyorrhea will reject.

### Hernia

In any form must reject. Actual or potential hernia in any form must reject.

### Genitalia

Must be free from deformities and from marked varicocoe, hydrocele, enlargement of the testicle, strictures or incontinence of urine. Retained testicles or atrophy reject. Any acute and all venereal diseases of these organs must reject.

### Varicose Veins

A marked tendency to their formation must reject.

### Arms and Legs, Hands and Feet

Must be free from affection of the joints, sprains, stiffness, or other conditions, such as flat feet, ingrown nails, or hammertoes which would prevent the proper and easy performance of duty. First (index), second (middle) and third (ring) fingers and thumb must be present in their entirety.

### Eyes

The applicant must be free from color blindness, and be able to read with each eye separately standard test types at a distance of 20 feet. Loss of either eye, chronic inflammation of the lids, or permanent abnormalities of either eye must reject. 20/20 or 20/30 in one eye with binocular vision of 20/20.

### Respiration

Must be full, easy, and regular; the respiratory murmur must be clear and distinct over both lungs, and no disease of the respiratory organs present.

### Circulation

The action of the heart must be uniform, free, and steady, its rhythm regular, and the heart free from organic changes. Blood pressure-Systolic maximum 135; diastolic 90; pulse pressure 15 to 50. Brain and nervous system must be free from defects.

### Kidneys

Must be healthy and the urine normal.



Wasserman Test

Will be made before permanent appointment. "

# PERSONAL HISTORY STATEMENT

Application for position of: \_\_\_\_\_ Date: \_\_\_\_\_

**GENERAL INSTRUCTIONS:** Hand write or hand print an answer to every question. If question does not apply to you, so state with N.A. If space available is insufficient, use a separate sheet and precede each answer with the number of the referenced block.  
DO NOT MISSTATE OR OMIT material fact since the statements made herein are subject to verification to determine your qualifications for employment.

1. LAST NAME			FIRST NAME			MIDDLE NAME			2. MALE <input type="checkbox"/>		FEMALE <input type="checkbox"/>		
3. ALIAS(ES), NICKNAME(S), MAIDEN NAME, OTHER CHANGES IN NAME									TELEPHONE (AREA) NUMBER				
4. PRESENT RESIDENCE ADDRESS						STREET OR RFD / CITY OR POST OFFICE / STATE			ZIP CODE				
5. DATE OF BIRTH (month, day, year)						PLACE OF BIRTH (City, County, State)						Attach photostatic copy of birth certificate or baptismal certificate.	
6. HEIGHT		WEIGHT		COLOR OF EYES		COLOR OF HAIR		SCARS, PHYSICAL DEFECTS, DISTINGUISHING MARKS					
7. U.S. CITIZEN <input type="checkbox"/>		NATIVE YES <input type="checkbox"/> NO <input type="checkbox"/>		NATURALIZED, CERTIFICATE NO.		IF DERIVED, PARENT'S CERTIFICATE NO.		DATE, PLACE, AND COURT					
8. MARRIAGE STATUS: SINGLE <input type="checkbox"/> ENGAGED <input type="checkbox"/> SEPARATED <input type="checkbox"/> DIVORCED <input type="checkbox"/> WIDOWED <input type="checkbox"/>													
NAME OF FIANCEE (if applicable)						ADDRESS (Street, City, State)							

**Information concerning marriages:**

WHEN	WHERE	WHO OFFICIATED	SPOUSE'S NAME (Wife's Maiden Name)

**Name and present address of spouse(s) if divorced or separated:**

Name	Address
Name	Address

**9. If ever separated, annulled, or divorced, indicate below the following information:**

SEPARATED, ANNULLED OR DIVORCED (STATE WHICH)	DATE OF ORDER OR DECREE	BY WHOM	WHERE ISSUED (COURT & STATE)	OFFENDING PARTY AS DECREED BY LAW	REASON

**10. CHILDREN AND DEPENDENTS:**

**A. List all of your children, including stepchildren and adopted ones, and give the following information:**

NAME	BIRTH		RESIDENCE		SUPPORTED BY WHOM
	DATE	PLACE	ADDRESS	WITH WHOM	

**B. Other dependents. If you claim income tax exemptions for support of dependents other than spouse and children, provide the following information:**

NAME	ADDRESS	RELATIONSHIP	PERCENT SUPPORT PROVIDED

11. MILITARY STATUS:

Have you served in the U. S. Armed Forces? Yes ☐ No ☐ If yes, attach photostatic copy of discharge or separation papers.

- A. While in the military service were you ever arrested for an offense which resulted in a trial by deck court or by summary, special, or general court-martial? Yes ☐ No ☐

If yes, give date, place, law enforcing authority or type of court or court-martial, charge and action taken for each incident, using separate sheet to record this information.

- B. Are you presently a member of U. S. Reserve or National or State Guard organization?

Yes ☐ No ☐ If yes, complete the following:

GRADE AND SERVICE NO.	SERVICE AND COMPONENT
ORGANIZATION AND STATION OR UNIT AND LOCATION	ACTIVE <input type="checkbox"/> INACTIVE <input type="checkbox"/> STANDBY <input type="checkbox"/>

INDICATE RESERVE OBLIGATION, IF ANY.

## 12. SELECTIVE SERVICE:

SELECTIVE SERVICE NO.	LAST CLASSIFICATION	DATE CLASSIFIED
LOCAL BOARD	ADDRESS	

**13. EDUCATION:**

- A. List all elementary, junior high, and high schools attended. Attach transcript from last high school attended.

[illegible]

- B. Higher education.** List information below for all colleges or universities attended. Attach transcript from last institution of higher education attended.

NAME AND LOCATION OF COLLEGE OR UNIVERSITY	DATES ATTENDED		CREDIT HOURS		DEGREE REC'D	YEAR REC'D
	FROM	TO	SEMESTER	QUARTER		

**Major and minor college courses.**

- C. Other schools or training (trade, vocational, business, or military). Give for each the name and location of school, dates attended, subjects studied, certificate, and any other pertinent data.

**14. FOREIGN LANGUAGE:** Enter foreign language and indicate your knowledge of each by placing "X" in proper column.

[illegible]

**15. SPECIAL QUALIFICATIONS AND SKILLS:**

- A. Indicate type of special license such as pilot, radio operator, etc., showing licensing authority, where the license was first issued, and date current license expires. (Except vehicle operator's license). \_\_\_\_\_
- B. Special skills you possess and machines and equipment you can use. (For example, short wave radio, multilith, comptometer, key punch, turret lathe, transcribing machine, scientific or professional devices.) \_\_\_\_\_
- C. Approximate number of words per minute:   Typing \_\_\_\_\_                      Shorthand \_\_\_\_\_
- D. Special qualifications not covered in application. (For example, your most important publications (do not submit copies unless requested); your patents or inventions; public speaking and publications experience; membership in professional or scientific societies, etc.; and honors and fellowships received.) \_\_\_\_\_

**16. VEHICLE OPERATOR'S LICENSE (Driver's, Chauffeur's, etc.).** Give the following information concerning any vehicle operator's license you have held or now hold:

KIND OF LICENSE	PLACE OF ISSUE	DATE OF EXPIRATION	RESTRICTIONS

Have you ever been denied issuance of a license or have you ever had a license suspended or revoked?   Yes ☐   No ☐

Explain fully \_\_\_\_\_

Have you ever had automobile insurance withdrawn or revoked or have you ever been refused automobile insurance?   Yes ☐   No ☐

If yes, give details, including reasons, names of companies, dates, etc. \_\_\_\_\_

Give name and address of the insurance company with whom you now have automobile insurance. \_\_\_\_\_

Policy coverage. \_\_\_\_\_

**17. FAMILY:**

List in the order given, showing relationship, parents, guardians, stepparents, foster parents, parents-in-law, brothers, and sisters, even though deceased. Include any others you have resided with or with whom a close relationship existed or exists.

RELATIONSHIP	NAME	PRESENT ADDRESS IF LIVING
FATHER		
MOTHER(MAIDEN NAME)		

If any person listed above is not a U.S. citizen by birth, give the date and place of his birth, the date and port of entry, alien registration number, naturalization certificate number, and place of issuance.

**18. EMPLOYMENT:** Begin with your most recent job and list your work history for the past TEN years, including part-time, temporary or seasonal employment, and all periods of unemployment.

FROM DATE	NAME AND ADDRESS OF EMPLOYER	WHY WOULD YOU LEAVE?	JOB TITLE
TO DATE		DESCRIPTION OF YOUR DUTIES	
SALARY		NAME OF SUPERVISOR	NAME OF CO-WORKER

FROM DATE	NAME AND ADDRESS OF EMPLOYER	WHY DID YOU LEAVE?	JOB TITLE
TO DATE		DESCRIPTION OF YOUR DUTIES	
SALARY		NAME OF SUPERVISOR	NAME OF CO-WORKER
FROM DATE	NAME AND ADDRESS OF EMPLOYER	WHY DID YOU LEAVE?	JOB TITLE
TO DATE		DESCRIPTION OF YOUR DUTIES	
SALARY		NAME OF SUPERVISOR	NAME OF CO-WORKER
FROM DATE	NAME AND ADDRESS OF EMPLOYER	WHY DID YOU LEAVE?	JOB TITLE
TO DATE		DESCRIPTION OF YOUR DUTIES	
SALARY		NAME OF SUPERVISOR	NAME OF CO-WORKER
FROM DATE	NAME AND ADDRESS OF EMPLOYER	WHY DID YOU LEAVE?	JOB TITLE
TO DATE		DESCRIPTION OF YOUR DUTIES	
SALARY		NAME OF SUPERVISOR	NAME OF CO-WORKER
FROM DATE	NAME AND ADDRESS OF EMPLOYER	WHY DID YOU LEAVE?	JOB TITLE
TO DATE		DESCRIPTION OF YOUR DUTIES	
SALARY		NAME OF SUPERVISOR	NAME OF CO-WORKER
FROM DATE	NAME AND ADDRESS OF EMPLOYER	WHY DID YOU LEAVE?	JOB TITLE
TO DATE		DESCRIPTION OF YOUR DUTIES	
SALARY		NAME OF SUPERVISOR	NAME OF CO-WORKER
FROM DATE	NAME AND ADDRESS OF EMPLOYER	WHY DID YOU LEAVE?	JOB TITLE
TO DATE		DESCRIPTION OF YOUR DUTIES	
SALARY		NAME OF SUPERVISOR	NAME OF CO-WORKER
FROM DATE	NAME AND ADDRESS OF EMPLOYER	WHY DID YOU LEAVE?	JOB TITLE
TO DATE		DESCRIPTION OF YOUR DUTIES	
SALARY		NAME OF SUPERVISOR	NAME OF CO-WORKER

Have you ever been discharged, asked to resign, furloughed, or put on inactive status for cause, or subjected to disciplinary action while in any position (except military)? Yes ☐ No ☐ If yes, state circumstances. \_\_\_\_\_

Have you ever resigned (quit) after being informed your employer intended to discharge (fire) you for any reason? Yes ☐ No ☐

If yes, explain, giving name and address of employer, approximate date, and reasons in each case. \_\_\_\_\_

# 19. FINANCIAL STATUS:

A. RESOURCES	Income from any source other than your principal occupation? Yes <input type="checkbox"/> No <input type="checkbox"/> How much? _____ How often? _____ The source? _____
	Do you own any real property? Yes <input type="checkbox"/> No <input type="checkbox"/> Value: \$ _____ Location _____
	Insurance coverage and amount of premium? _____
	Amount of mortgage? _____ Amount and frequency of payments: _____
	Mortgage holder: _____
	Do you own any bonds, government or other? Yes <input type="checkbox"/> No <input type="checkbox"/> Value: \$ _____
	Do you own any stock? Yes <input type="checkbox"/> No <input type="checkbox"/> Value: \$ _____
B. OBLIGATIONS	Do you have a bank account? Savings <input type="checkbox"/> Checking <input type="checkbox"/> Approximate amount: \$ _____ Name of Bank _____

B. OBLIGATIONS	Give names and addresses of the individuals, companies, or others to whom you are indebted and the extent of your debt (including any loans on which you are co-maker).		
	NAME AND ADDRESS OF CREDITOR	KIND OF DEBT	AMOUNT

# 20. ARREST, DETENTION, AND LITIGATION: (Show all arrests including juvenile delinquent and traffic.)

A. Have you ever been arrested or detained by a law enforcement agency? Yes ☐ No ☐

B. Have you (or your spouse) been involved in any court action, CIVIL or CRIMINAL? Include all traffic violations, parking, etc., in this state or elsewhere. Yes ☐ No ☐

C. Have you ever been fingerprinted for any reason (arrest, job applicant, etc.)? Yes ☐ No ☐

If the answer to any of the above questions is YES, list below the date, place, and full details of each incident.

# 21. HEALTH RECORD AND INSURANCE:

A. Health record. List the following information concerning all illnesses for which you received medical treatment during the last 5 years.

NO. OF DAYS	ILLNESS OR OPERATION	MONTH AND YEAR	NAME AND ADDRESS OF PHYSICIAN

Number of days you have been ill during the past 5 years in addition to that listed above.

Have you ever been examined or treated for any mental disorder? Yes ☐ No ☐

Has any member of your family ever had, or been tested for a nervous or mental disorder? Yes ☐ No ☐

Have you any physical handicap, chronic disease, or disability? Yes ☐ No ☐

Have you ever had a nervous breakdown? Yes ☐ No ☐ Have you ever had tuberculosis? Yes ☐ No ☐

If the answer to any of the above questions is YES, list full details below, including relationship of any persons involved.

TYPE	NAME AND ADDRESS OF COMPANY	DATE OF ISSUE
AT TIME OF ISSUE - YOUR AGE:		AMOUNT OF PREMIUM
PERCENTAGE OF PREMIUM YOU PAY		
RESIDENCE:		
TYPE	NAME AND ADDRESS OF COMPANY	DATE OF ISSUE
AT TIME OF ISSUE - YOUR AGE:		AMOUNT OF PREMIUM
PERCENTAGE OF PREMIUM YOU PAY		
RESIDENCE:		
TYPE	NAME AND ADDRESS OF COMPANY	DATE OF ISSUE
AT TIME OF ISSUE - YOUR AGE:		AMOUNT OF PREMIUM
PERCENTAGE OF PREMIUM YOU PAY		
RESIDENCE:		
TYPE	NAME AND ADDRESS OF COMPANY	DATE OF ISSUE
AT TIME OF ISSUE - YOUR AGE:		AMOUNT OF PREMIUM
PERCENTAGE OF PREMIUM YOU PAY		
RESIDENCE:		
TYPE	NAME AND ADDRESS OF COMPANY	DATE OF ISSUE
AT TIME OF ISSUE - YOUR AGE:		AMOUNT OF PREMIUM
PERCENTAGE OF PREMIUM YOU PAY		
RESIDENCE:		
TYPE	NAME AND ADDRESS OF COMPANY	DATE OF ISSUE
AT TIME OF ISSUE - YOUR AGE:		AMOUNT OF PREMIUM
PERCENTAGE OF PREMIUM YOU PAY		
RESIDENCE:		
TYPE	NAME AND ADDRESS OF COMPANY	DATE OF ISSUE
AT TIME OF ISSUE - YOUR AGE:		AMOUNT OF PREMIUM
PERCENTAGE OF PREMIUM YOU PAY		
RESIDENCE:		
TYPE	NAME AND ADDRESS OF COMPANY	DATE OF ISSUE
AT TIME OF ISSUE - YOUR AGE:		AMOUNT OF PREMIUM
PERCENTAGE OF PREMIUM YOU PAY		
RESIDENCE:		

REASON REJECTED	BY WHOM (NAME AND ADDRESS)	DATE

[illegible]

## 23. REFERENCES:

CREDIT AND CHARACTER REFERENCES (Do not include relatives, former employers, or persons living outside the United States or its Territories). List only character references who have definite knowledge of your qualifications and fitness for the position for which you are applying. Do not repeat names of supervisors. List 3 credit and 5 character references.

	NAME	YEARS KNOWN	ADDRESS (BUSINESS ADDRESS PREFERRED)		
			STREET	CITY	STATE
CREDIT					
CHARACTER					

## 24. FOREIGN TRAVEL: Exclude trips of less than 30 days to Canada or Mexico AND foreign travel as a direct result of U. S. military duties.

DATES		COUNTRY VISITED	PURPOSE OF TRAVEL
FROM	TO		

## 25. PAST AND/OR PRESENT MEMBERSHIP IN ORGANIZATIONS:

NAME AND ADDRESS	TYPE (SOCIAL, FRATERNAL, PROFESSIONAL, ETC.)	OFFICE HELD	MEMBERSHIP	
			FROM	TO

## 26. HOBBIES AND SPORTS:

NAME	LENGTH OF PARTICIPATION	LEVEL OF PROFICIENCY

## 27. SUBVERSIVE ORGANIZATIONS:

YES	NO	
		Are you now or have you ever been a member of the Communist party U. S. A. or any Communist organization(s) anywhere?
		Are you now or have you ever been a member of a Fascist organization?
		Are you now or have you ever been a member of any organization, association, movement, group or combination of persons which advocates the overthrow of our constitutional form of government, or which has adopted the policy of advocating or approving the commission of acts of force or violence to deny other persons their rights under the Constitution of the United States or which seeks to alter the form of government of the United States by unconstitutional means?
		Are you now or have you ever been affiliated or associated with any organization of the type described above, as an agent, official, or employee?
		Are you now associating with, or have you associated with any individuals, including relatives, who you know or have reason to believe are or have been members of any of the organizations identified above?
		Have you ever been engaged in any of the following activities of any organization of the type described above: Contribution(s) to, attendance at or participation in any organizational, social, or other activities of said organizations or of any projects sponsored by them; the sale, gift, or distribution of any written, printed, or other matter, prepared, reproduced, or published, by them or any of their agents or instrumentalities?

If YES to any of the answers above, describe the circumstances. Attach additional sheets for a full detailed statement. If associated with any of these organizations, specify nature and extent of association with each, including office or position held, also include dates, places, and credentials now or formerly held. If associations have been with individuals who are members of these organizations, then list the individuals and the organizations with which they were or are affiliated.



28. Are there any incidents in your life not mentioned herein which may reflect upon your suitability to perform the duties which you may be called upon to take or which might require further explanation? Yes ☐ No ☐ If YES, give details.

29. Have you ever applied for a position with any other governmental agency? Yes ☐ No ☐ If so, give details.

30. REMARKS:

I certify that there are no misrepresentations, omissions, or falsifications in the foregoing statements and answers, and that the entries made by me above are true, complete, and correct to the best of my knowledge and belief and are made in good faith.

I further agree and consent in advance to being summarily discharged without cause or hearing if any of the above information contains any misrepresentation or falsification or if any material information has been omitted.

\_\_\_\_\_  
SIGNATURE OF APPLICANT

\_\_\_\_\_  
DATE

## **GUIDE TO PERFORMANCE EVALUATION**

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## **Part 1 - Performance Evaluation**

The service rating has been a hotly debated topic in personnel administration. Employees generally dislike being rated, many times justifiably, because of the methods used. Conversely, supervisors often resent the hard work and unpopularity which can accrue to them as a result. There are almost as many rating systems as there are agencies to use them. Professional personnel officers disagree on methods and objectives, to add to the confusion.

Authorities have often listed numerous objectives which are seldom achieved. Some personnel officers claim that ratings are intended to:

- Keep employees informed of what is expected of them and how well they are performing.
- Recognize and reward good work.
- Help supervisors recognize weaknesses and give them the opportunity to remedy deficiencies.
- Identify employees who should be given specific types of training and identify general training needs.
- Provide a continuing record of an employee's performance history.
- Guide decisions to be made in matters of promotions, transfers, layoffs, and other personnel transactions.
- Help determine if an employee will be given an in-grade pay increase.
- Verify performance standards.
- Check accuracy of job descriptions and classifications.
- Verify the accuracy and effectiveness of recruitment and examination procedures.

All of these are worthwhile administrative objectives and it might be thought that ratings of employees would be welcomed by everyone concerned. However, personal and emotional considerations have significantly reduced the value of such systems. Furthermore, a perfect rating system has not yet been devised.

The importance attached to a good personnel evaluation system can be brought out by quoting one personnel director in a large municipal agency who states flatly:

"The development of an adequate employee evaluation plan is the primary task of modern personnel administration. While this may be overstated, there is no question but that employee performance rating is one of the areas of greatest challenge to the personnel administrator. His job is not made any easier by the many differences of opinion, within the personnel field itself, as to objectives and methodology. In fact, according to some authorities, there has been an increase in the number of 'appraisal plan debunkers' who, discouraged by the complexities involved, have recommended that all employee rating devices be scrapped as obsolete."

Over the past five years there have been some definite trends in the field of performance evaluation. The first is that there has been more thoughtful consideration of the philosophy, purposes and principles of performance ratings. For example, one writer points out that the interview between the employee and the supervisor is more important to the procedure than any other aspect, and further, that it calls for sincerity more than technique.

The second trend is to avoid the use of the performance rating system for a multiplicity of purposes (such as those listed on the previous page.) The system based on multiple objectives will likely fail. As indicated previously, in the past it has been fashionable to enumerate many possible objectives of employee evaluation—to facilitate merit increases, promotion, transfer, demotion, discharge, rehire, references, motivation, employee training, supervisory training, personnel research, talent hunts, and many others. But there is increasing recognition that an evaluation method can be developed as an administrative tool, or as a supervisory tool, but it is unlikely that it can function to its optimum in both capacities. Clifford E. Jurgensen states that the use of a particular evaluation method as a supervisory tool requires an ability to evaluate accurately; and that its use as an administrative tool also requires willingness to evaluate accurately. The second of these, he states, is too often assumed or overlooked and as an example he refers to the frequent complaint that appraisals show little differentiation between employees in the face of positive knowledge that the supervisors are fully capable of such differentiation.<sup>1</sup>

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<sup>1</sup>Jurgensen, Clifford E., Part I, Employee Performance Appraisal Re-examined, Public Personnel Association Report No. 613, 1963, p. 4.

A third trend is the shift away from rating subjective or personal traits, and toward rating objective and more easily observed characteristics. One writer, for example, stated that while managers were effective in recognizing failures in planning and scheduling, or the existence of excessive grievances or low morale, or that operating costs were too high, they had considerably more difficulty diagnosing the underlying causes of performance failures, and that their diagnoses were, at best, near guesses and assumptions which could not be translated easily into effective counseling.

Fourth, there is now a tendency to regard performance evaluations for what they are, as opinions and attitudes rather than as physical science measurements. Some of the former stress on trying to shroud opinion, or to systematize it, is being eliminated. George N. Beck of the Los Angeles Police Department writes, "Rather than . . . . to compensate for the subjective nature of ratings, observers in the field have begun to recognize that the main justification for ratings resides in this quality that does not lend itself to testing."<sup>2</sup>

### The IACP System

The performance evaluation system recommended by IACP provides for the rating of both sworn personnel and civilians, including supervisors with the rank of captain or below, semi-annually. The system is an adaptation of a procedure published by the Public Personnel Association in 1965. It takes into account the most recent trends in the field of employee evaluation:

- The system avoids the confusion caused by multiplicity of purposes. It has only one definite objective in mind—to inform the employee of his standing, with intent to improve his performance or to sustain performance which is already superior.
- Summary or numerical ratings have been eliminated. It will not be possible with the use of this form to categorize an employee as "Excellent," "Above Average," "Average," and so forth. The system should not be used for any administrative action except that it should substantiate and certainly not contradict decisions made to discipline or terminate an employee because of poor performance.
- Factors are designed to help form opinions about performance, rather than intangible qualities.
- Ample provision is made for explanatory comments.

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<sup>2</sup> Beck, George N., Municipal Police Performance Rating, Journal of Criminal Law, Criminology and Police Science, Vol. 51, Jan-Feb. 1961, p. 567.

- An employee interview is a major feature.
- Explanatory material is a part of the package to be given to raters at the beginning of each rating period.

Training in performance evaluation is logically a part of in-service supervisory training. Also, some of the techniques used in performance evaluations, particularly in employee interviewing, are applicable to general supervision. The subject matter can be covered in about five classroom hours:

History of performance evaluation and discussion of various systems	1 hour
Philosophy and objectives of the recommended system	1 hour
Procedure, including explanation of evaluation factors, employee interviews, and completion of the form	2 hours
Promotional potential ratings	1 hour

Control over supervisors' evaluations and comments should be a primary responsibility of line commanders rather than the personnel officer within the police department, since limited administrative use of the system is recommended. A copy of the rating form should be retained at the division level until the subsequent rating period, and then discarded. A copy of the form should be routed through channels to the personnel office as a staff control. Evaluation reports should be placed in employee personnel files for a maximum of two years. Reports more than two years old should be discarded to avoid clogging the files.

#### The Purpose of Performance Evaluation

Basically, the purpose of performance evaluation is to improve employee performance. In addition, most supervisors realize that one of the major sources of job satisfaction for an employee is for him to know the work he does is considered worthwhile and essential—to know his efforts to do the job are appreciated and accepted as an important part of the progress of the department's work objectives; and above all to know whether or not he is performing his job correctly.

### Job Performance Standards

Few police departments have developed job performance standards in written form. However, most supervisors have a great many unwritten standards in mind, often without knowing it. If you did not have such standards you would have no basis for drawing the conclusion that an officer's work was well done, or it was not properly done.

Although there is often a surprising amount of agreement among supervisors as to what constitutes "good" performance, standards are not mutually understood by supervisors and employees in many cases.

In police work the establishment of written standards for all conceivable tasks is not warranted because of the complex nature and wide variety of tasks performed. However, supervisors' concepts of standard performance for many factors will tend to become uniform and adequate with greater experience in rating their subordinates and close review by their common reviewing superiors.

Listed below are three definitions of job performance standards. Although the wording of each definition is different, the ideas are the same. A joint reading of all these definitions may provide a better picture of job performance standards.

1. A description of how well an employee must do the duties of his position in order to do them in a fully satisfactory manner.
2. A description of the performance expected by management in a particular job.
3. A statement of what an employee in a specific job, under existing working conditions, must do in order for management to be satisfied with his performance.

If we incorporate all these ideas into one definition, it might read as follows:

"Job performance standards are descriptions of how well an employee must do the specific tasks of his position under existing working conditions, if he is to do his job in a manner satisfactory to management."

The establishment of job performance standards is a means of letting the employee know just what constitutes satisfactory or "standard" performance of the tasks in his specific job. The foundation on which performance standards are based is that each employee is entitled to know, and must know if he is expected to do his best work, what he is expected to do and what constitutes a job well done. Job performance standards are simply statements of these points. They are yardsticks for measuring performance. The "factor definitions" furnished later in this guide are intended to assist raters in establishing uniform job performance standards.

### Supervision, Training and Performance Evaluation

Too often a service rating or report of performance is thought of as a chore, and usually an unpleasant one. It might help to think of the service rating, or performance report, as an aid to good supervision and training.

Look briefly at your job as a supervisor and see where a more positive use of the performance report can make your work easier. A supervisor is of greatest value in the work of developing his own staff and not in doing the work of his unit. A supervisor usually is not paid the additional salary for doing the job himself. Your greatest value lies in developing your own people to do the job. The major responsibility of a supervisor is to improve the performance of subordinates, both individually and collectively.

It has been said that from 60 to 90 percent of a supervisor's work effort is spent in training or instructing his staff. Training is done in many ways, but the basic principles of teaching are the same. Although supervisors may not have been formally trained as teachers, they are expected to directly apply the principles of teaching.

These simple principles of teaching or training include the following:

1.       **Explaining**
2.       **Demonstrating**
3.       **Observing performance**
4.       **Evaluating**



Examine these four points briefly. You as a supervisor must tell both the new employee and the old employee under your supervision how to do the job. You must then show him exactly how the job is to be done. A supervisor who is a good trainer then has the employee show by doing that he understands what he is to do. Then you as a supervisor examine the results of his effort to determine whether he has learned the lesson. These supervisory principles are applicable to both office and field work.

After you have (1) told an employee how to do the job, (2) shown him the duties, and (3) observed his performance, comes the all important job of (4) reviewing the employee's work and making an evaluation in an objective manner.

Evaluation of the job being done by the employee is one of the most important aspects of your job as a supervisor. It is the means of letting the employee know where he stands. It is the opportunity for you to sit down with the employee and discuss his job performance with him. The interview period for review of your evaluation and analysis furnishes an opportunity for further training of the employee.

Often a supervisor's work can be made easier if he can demonstrate to the employee that his work is being considered fairly and objectively. To achieve this goal is one of the increases his own satisfaction of the work done as well as creating respect in his mind for the supervisor who treats him fairly and impartially. Planned, careful use of performance evaluation can help you to achieve this.

Before You Begin the Evaluation (Do the following each time a rating is to be made.)

1. Familiarize yourself with the contents of the evaluation form.  
Analyze its general scope as well as the detailed instructions.
2. Understand thoroughly the duties and requirements of the particular position held by the employee to be rated—it will be helpful to review the Job Class Description on file in division offices. Additional copies are available in the Personnel Division.
3. Use a process of objective reasoning, eliminating personal prejudice, bias, or favoritism. For example, don't allow your own personal likes or dislikes of certain mannerisms or aspects of personal appearance blind you to the more important measures of competency or effectiveness.
4. Don't assume that excellence in one factor implies excellence in all factors. Observe and analyze the employee's performance objectively in terms of each factor listed on the rating form.

5. Base your judgment on demonstrated performance—not on anticipated performance. The evaluation is to be based on what has happened, not what might develop.
6. Evaluate on the experience of the entire rating period—it is better not to consider only single accomplishments or failures, or the most recent performance. Neither should important single instances of faulty or brilliant performance be ignored. They should be considered in context with the total performance for the period.
7. Consider seniority apart from performance—an employee with a short service record may not necessarily be less effective than one with a longer term of employment. Seniority does not guarantee superiority.
8. Consider the requirements in terms of the level of the position—a beginning clerk may very well be meeting the requirements of her position more effectively than her immediate supervisor does in his position in a higher classification.
9. Spaces have been provided on the performance evaluation report forms for additional factors you consider important enough to be included in the overall appraisal of the employee. Examples of such additional factors are given in paragraphs 24 and 34 in the section of definitions.

#### Evaluating the Probationary Employee

For probationary employees, the rater must, on the final probationary evaluation, check and sign the statement on the form as follows:

I do (do not) recommend this employee be granted permanent status.

The probationary, or working test period, is the final and most important stage in the selection process of quality employees. By the end of the probationary period, supervisors should have complete confidence that the probationary employee being evaluated fully meets or exceeds performance standards in every important factor if he is to be recommended for permanent status.

It should be noted that probationary employees may be released or demoted at any time without appeal, if, in the judgment of the department head, their dismissal or demotion is in the best interests of the department. Should the supervisor have a question in his mind as to the general fitness of the probationary employee for the position, he should

seriously consider the consequences of burdening the department with an employee who may be a net liability rather than a net asset. He should also consider the possibility that it would be a disservice to the employee to retain him in a position for which he is poorly suited or altogether unsuited, thus directing him away from seeking a more productive and rewarding type of employment.

In deciding whether a probationary employee should be dismissed or granted permanent status, the supervisor might well consider that the average permanent employee remaining thirty years in departmental service will be paid more than \$150,000 during that time. The supervisor should ask himself if this employee represents a sound, long-term investment of such magnitude.

### Evaluating the Supervisor

There are various levels and types of supervisory activity within the organization. It is important, when rating a particular supervisor, to understand how and to what degree each of the factors applies to him.

Who is to be rated as a supervisor? For evaluation purposes, a supervisor is one to whom the responsibility has been delegated to evaluate other employees. This definition will necessarily eliminate a number of persons who, while they may direct some activities or provide a degree of technical supervision over other employees, have little or no authority to exercise control over other employees or direct responsibility for the results of their work. For the purposes of this report, an employee who is not delegated the responsibility to complete and sign evaluation reports on other classified employees should not be evaluated as a "supervisor."

### How to Proceed

- Choose a quiet place where you can work without interruption for a period of time, and where unauthorized persons will not see the forms.
- Mark lightly in pencil each factor in Section A. You may later agree to changes after conferring with the reviewer. However, the report should be typed or written in ink before the employee interview, and any changes, corrections, or deletions on the report must be initiated by the employee.
- Be generous in rating the best of the employee's qualities, but be severe in rating weaknesses. Don't create over-confidence in an employee when improvements are really needed. Trying to avoid an unpleasant situation or risk of losing the employee's friendship by over-rating him is unfair, both to him and to the department.

- Use the spaces for comments—Thoughtful comments give the most complete picture of the employee's performance. Note that check marks in columns 1 and 2 require specific written explanations in Section E for each factor thus checked. Use attachments if you find there is insufficient space for your comments.
- Consider unusual circumstances such as employees you have observed for short periods, employees who have done poorly as a result of temporary ill-health or other unavoidable conditions. In all unusual circumstances, evaluate the actual work performance, but comment fully to indicate reasons.
- It should be borne in mind that before probationary or permanent employees can be properly released for reasons of unsatisfactory performance, there must be documented evidence of a specific nature. Performance Evaluation Reports are intended to provide a written record of specified deficiencies during and/or at the close of the rating period in which the deficiencies were observed. Employee deficiencies affecting job performance which are not recorded on the Performance Evaluation Report cannot properly be used as a basis for dismissal.
- Special, unscheduled reports—In some cases, and particularly for permanent employees, additional warnings in the form of unscheduled reports may be required before recommendations for demotion or dismissal are made.

### The Evaluation Interview

- Review your initial evaluation of the employee's performance, and consider why you evaluated his work as you did.
- Determine what you want to accomplish in the interview and plan your discussion accordingly. You should have as your main objectives an improvement in the employee's performance and will to work. If these are already superior, the objective shifts to one of commendation and maintenance of excellence.
- Plan to meet in private. If this is the employee's first evaluation interview, anticipate curiosity, tension, or anxiety, and be prepared to minimize them.
- Create the impression that you have time for the interview and that you consider it highly important.

- Make the employee feel that the interview is a constructive, cooperative one, by placing primary interest upon his development and growth. Tell the employee that the main purposes of the report are to inform him of your opinions of his performance, to improve his performance when possible and to sustain superior performance.
- Be open minded to the opinions and facts presented by the employee. Be willing to learn about him. Don't dominate or cross-examine. Avoid argument. Remember that the employee must do most of the talking at some points of the interview:
  - a. In bringing his opinions and feelings to the surface and to your attention.
  - b. In gaining a better understanding of himself.
  - c. In identifying his own areas of needed or potential improvement and in making plans for their accomplishment.
- Pick the right day, time, and place. Don't conduct the interview too soon after a disciplinary action or reprimand. Pick a time when you are in a good mood and when you have reason to believe the employee feels likewise.
- Talk about the employee's strengths first, covering each point in some detail. This helps start the interview off on the right foot. Remember that the aim is to encourage or sustain high quality performance, not to reprimand the employee.
- While building upon the employee's strengths, do not fail to discuss his weaknesses or failures and how he can prevent or curtail them in the future. Here introduce your suggestions for a specific improvement program. Remember, if you don't show the employee how he can improve his work performance then you are not doing your full job as a supervisor.
- You should close when you have made clear whatever points you intended to cover; when the employee has had a chance to review his problems and release any emotional tensions that may exist; when plans of action have been cooperatively developed; and when you and the employee are at a natural stopping point. Always reassure the employee of your interest in his progress, and indicate willingness to take up the discussion again at any time.

### Duties of the Reviewing Officer

No doubt there will be an occasion when the employee will not agree with all or a part of the evaluation made by the supervisor. The employee may request that he be allowed to discuss his report with the reviewing officer.

In the same space provided for the employee's signature on the form, there is a statement which reads, "I understand my signature does not necessarily indicate agreement." If the employee wishes, he may check the box found in this same space alongside a statement which reads, "I wish to discuss this report with the reviewer."

After such request has been indicated by the employee, the reviewing supervisor will make arrangements for this meeting as soon as possible (within 15 calendar days).

The responsibilities of the reviewing officer include:

1. Thorough efforts to obtain uniformity in the application of standards by the supervisors under his direction.
2. Securing corrective action when bias or a misinterpretation of standards is evident.
3. Making sure reports are completely, promptly, and thoroughly prepared.
4. Discussing the report with the rater, and with the employee when requested, or when otherwise appropriate.
5. Striving to make the rated employee understand and recognize the validity of the rater's markings.
6. Checking the statements made in the comments section to see that the reasons are specific, substantial, and accurate.

### Factor Definitions and Guides for Use

Performance factors listed in Section A are defined below and guideline questions for each factor provided. Each factor should be checked in relation to the individual employee's duties and amount of responsibility. Raters should not assume that all of the factors are of equal importance. The degree of importance in each factor will vary

according to the requirements of each employee's job. For example, "Effectiveness Under Stress" or "Suspect Contacts" may be of crucial importance in one position and relatively insignificant in another. Raters will find, however, that the first four factors listed do have the same degree of importance in any position, and employees should be evaluated accordingly.

**NOTE:** On the first five factors in Section A, Column 4 (Exceeds Standards) has been blocked out. These factors are considered absolutes—an employee either meets required standards or he does not. Column 5 (Does Not Apply) has been blocked out on the first four factors. All four factors apply to all employees, and therefore no option is provided.

1. Observance of Work Hours: Refers to punctuality in reporting to or leaving a duty station in accordance with the prescribed schedule of working hours, breaks, or leaves of absence. Can the employee be relied upon to be working when and where he is supposed to be?
2. Attendance: Reflects absences from duty for any reason. This factor introduces the opportunity for necessary or desirable counseling of an employee regarding his improper or excessive use of leave privileges, especially if his attendance has become unreliable. If sick leave use has been greater than the norm, should the employee seek medical care? Is there a Friday-Monday or holiday pattern of sick leave use? Have continued absences been costly to the department or harmful to the morale of co-workers who may have been required to carry extra loads?
3. Grooming and Dress: An appropriate type of dress and standard of good grooming is required in every position. Does the employee meet the standards of dress commensurate with the degree of public or employee contacts he makes? Is his uniform consistently clean, neat, and in good repair?
4. Compliance with Rules: Members of the department are subject to rules and regulations. Failure to observe reasonable directions and regulations is listed as a reason for disciplinary action. Does the employee consistently comply with rules and regulations applicable to him and his job?
5. Safety Practices: Nearly all employees, even those who do not work under physically hazardous circumstances, must comply with reasonable safety practices, particularly in situations involving the public. These practices may reflect specific supervisory directives, or simply forethought for potentially dangerous conditions and the use of good common sense. Does the employee endanger his own safety or the safety of others by his actions? Does he help to prevent accidents by practicing good safety procedures?

6. **Public Contacts:** Refers to all public contact made through personal or telephone conversation, correspondence, and day-to-day appearance before the public. Does the employee's exposure to the public eye and ear reflect credit on the department and promote a good public image? Is the employee courteous and discreet in his public contacts and behavior? Is he aware of the necessity to present a consistently good appearance on the public?
7. **Suspect Contacts:** As with public contacts, this factor may not apply to some employees and yet may be extremely significant in the cases of other employees. Is the employee too harsh or too timid with suspects or prisoners? Is his attitude or behavior toward suspects or prisoners detrimental to security, a good image, or investigative efficiency?
8. **Employee Contacts:** Reflects only those contacts which either improve or reduce the effectiveness of the employees involved. It does not apply to an employee's personal popularity or lack of it. Does he mind his own business, but at the same time have a proper concern for the problems of other employees whose jobs touch his? Is he a disruptive influence? Does he bother or embarrass others with his personal problems? Is he a positive influence on the morale of others?
9. **Knowledge of Work:** This factor should not be confused with, or restricted to, the technical knowledge an employee is required to bring to a specialized job class. (See Job Skill Level, factor 12). It is much broader and includes particularly the range of pertinent policies, regulations, and procedures relating to his assignment. Has the probationary employee acquired an acceptable working level of job knowledge?
10. **Work Judgments:** Every employee makes decisions depending upon the degree of responsibility assigned in his position. Does the employee make a minimum of poor judgments in the course of his work? Is he consistent and reliable in his judgments? What effect do his judgments have on the quantity and quality of work produced by himself and by others?
11. **Planning and Organizing:** Measure the manner and method in which an employee approaches his assigned duties, and how successful his planning and organizing is in achieving desired results. Does the employee take time to plan the sequence of steps required in carrying out his tasks? Or does he attack the job thoughtlessly or with such blind enthusiasm that waste and mistakes result or work deadlines are missed? Does he make allowances in organizing the job so that all foreseeable circumstances are properly taken into account? Does lack of planning or poor organizing indicate reasons for low production or poor quality of work?



12. Job Skill Level: (Mainly for civilian or technical assignments.) This factor relates particularly to the mental and/or manual skills required in a given position. A craftsman's basic skills are readily identified, while many police assignments include job skills which are relatively obscure. Does the employee consistently demonstrate at a proper level the skills prerequisite to entry in the job class? Has he made any effort to improve his basic skill levels? Does he have potential for acquiring or developing his job skills to higher levels of proficiency? Should he undertake a brush-up or back-to-school program? Has he taken advantage of related in-service training opportunities. Does he read technical publications related to his work?
13. Quality of Work: The degree of excellence of the work performed over the entire rating period is measured here. In rating this factor, attention should be paid to the consequences of poor quality work. Is the employee's work effective, accurate, thorough, and acceptable? Must the work be redone, thus reducing the potential volume of acceptable work which could have been produced? Do errors in the employee's work affect the efforts of others? Does poor work too often reflect adversely upon the department? Are reports clear, concise and accurate?
14. Volume of Acceptable Work: Refers to the amount of work required to meet job standards. Does the employee consistently accomplish a day's work for a day's pay? Does he produce enough work so that he is clearly a net asset to the department? Supervisors should not make undue allowances for such reasons as the employee's poor health, home problems, age, or length of service. While short-term exceptions to the volume standard can sometimes be made, care should be exercised to see that proper warnings are issued when indicated.
15. Meeting Deadlines: If work schedules are important enough to set reasonable deadlines, were these deadlines met? If the employee could not meet deadlines, did he give advance notice? Did he show an honest attempt to meet deadlines?
16. Accepts Responsibility: Refers to the degree of willingness an employee exhibits when given responsibility and the manner in which the responsibility is carried out. Does the employee readily accept responsibility or does he avoid it? Does he deny his responsibility when things go wrong? Or is he quick to own up to his failures? Does he consistently act in a responsible manner?
17. Accepts Direction: The word "direction" as used here is synonymous with such words as supervision, training, and instruction. Does the employee demonstrate that he has accepted the direction by carrying out the direction to the best of his ability? Does he chronically challenge supervision, instruction, or orders? Does he meekly or passively accept directions he thinks may be faulty? Does he blindly or maliciously carry out such directions? Is he resentful of direction or supervision? Does he accept direction, but complain about it to fellow employees?

18. **Accepts Change:** Use this factor to evaluate the traits of adaptability and flexibility. Does the employee accept change willingly? Does he slow down progress or cause inefficiencies by resistance to change? Does he adapt satisfactorily to new work surroundings, new equipment, new procedures, new supervisors?
19. **Effectiveness Under Stress:** There are some positions where pace, pressure, and tempo are consistently demanding. Is the employee capable of meeting the demand? Can he produce an acceptable volume and quality of work in an emergency? Is his work generally organized well enough to meet unforeseen contingencies? Before marking this factor, consider whether stress is inherent in the position or results from the employee's failure to properly plan and organize his work.
20. **Appearance of Work Station:** Refers to the neatness and efficient arrangement of work areas. Does the appearance of the work station contribute to a desirable work atmosphere or a proper public image?
21. **Operation and Care of Equipment:** Reflects the employee's concern for safe, responsible, and reasonable operation or use of equipment. Is the employee concerned with conservation of equipment? Does he request appropriate maintenance and repair of equipment when necessary?
22. **Work Coordination:** Measures specifically the necessary coordination of work which directly or indirectly involves other employees, sections, divisions or departments. Characteristics of this factor include preplanning, timing, and a consistent excellence of work judgments. In situations where work coordination is applicable, does the employee consistently maintain a smooth flow of work materials? Has the production process been slowed because of obstructions caused by the employee?
23. **Initiative:** Refers to initiation of action by the employee. While initiative shows up in the form of suggestions and constructive criticism, it is most obvious when the employee originates investigations or acts to produce more efficient, productive or economical methods and procedures. Does he take opportunities to exercise initiative or must he be prodded into action? Is he alert to operating efficiency and cost-cutting? Is he inventive? Does he offer practical constructive criticism?
24. Spaces 24 - 29 have been left blank for additional factors the rater may consider necessary in achieving a view of the employee's total job effectiveness.

Factors such as oral or written expression, thoroughness, or accuracy may figure significantly in fulfilling the requirements of a particular position. Intangible qualities, such as integrity, patience,

and courage, usually refer to character or personality traits, not to an employee's performance, and should be avoided as evaluation factors unless a direct relationship can be demonstrated.

If the employee does not qualify to be evaluated as a supervisor (see "Evaluating the Supervisor") but does give work direction, field supervision, or is responsible for performing tasks which of necessity include some of the supervisory factors, the blank spaces provided for additional factors might be utilized to evaluate the employee to this end.

**SUPERVISORY FACTORS:** (In addition to factors 1 through 29, the following should be completed for those who supervise and evaluate the work of others.)

30. **Planning and Organizing:** Knowledge, talent, and mental effort are required in planning and organizing the work of subordinates. How well does he analyze and then put into effect improved and more efficient work processes? Does he plan improvements or changes and effect them in a logical and systematic manner?
31. **Scheduling and Coordinating:** This is the next logical step and is a critical phase of the supervisor's function. Does the supervisor effect the necessary scheduling or rescheduling of work? Does he provide the necessary personal coordination of the work, not only among his subordinates, but, more importantly, between other sections and divisions? Does he anticipate schedule problems, or is he surprised and "caught short" when these occur? Does he keep his supervisor informed of problems and delays, or does he wait until these may be discovered, or until it is too late for planning adjustments.
32. **Training and Instructing:** Refers generally to orientation of new employees or to the demonstration and exploration of technical methods, procedures and rules in which the new employee cannot be expected to be competent. It also refers to introducing permanent employees to changing methods, procedures, and techniques, as well as improving basic qualifying skills to their highest potential level. Refers also to instructions given in day-to-day or periodic observation and supervision of employee performance. It may be an occasional word or it may be a planned periodic meeting of a small group of employees in which effective methods, techniques, and standard procedures are explained, demonstrated, and reviewed. Does the supervisor plan and carry out a program of orientation and training for new employees? Does he provide for the correction of any technical skill deficiencies in new employees? Does he provide training for permanent employees in new methods and procedures? Does he assist employees in self-development programs?

33. **Effectiveness:** This factor is designed to measure the results achieved by the supervisor and his subordinates. Do his subordinates prevent crime, apprehend violators, or provide services to the desired degree? Are assigned functions accomplished? Completely? On time? Is the quality of work produced by the supervisor and his staff up to standard?
34. **Evaluating Subordinates:** Measures the accuracy and manner in which the supervisor approaches completes the formal evaluation of his subordinates. Does the supervisor exhibit a good balance of constructive criticism and praise in evaluating employees? Does he indicate how an employee's work may be improved, when improvement is needed? Are his evaluations positive contributions to employee development? Are his evaluations consistently objective, fair, and accurate?
35. **Judgments and Decisions:** Refers to the practical exercise of authority and responsibility by the supervisor. Does the supervisor exhibit firmness and fairness in judgments affecting employees? Is he accurate in making judgments affecting functional goals? Does he cause a resentment or other adverse reactions to his decisions because of poor timing or the manner in which he states them? Are his judgments always in accord with the best interests of the department? Does he balance employee and department interests when these are not fully compatible?
36. **Leadership:** Does the supervisor spur subordinates to their best efforts through example rather than by relying on the authority of his position? Does he mold them into a group or team whose cooperative endeavors surpass their individual performance collectively? Does his intelligent exercise of leadership create an atmosphere in which employee attitudes are optimistic and positive?
37. **Operational Economy:** Refers to the conservation of time and material. Is the supervisor truly budget conscious? Does he live within his budgets? Does he make careful and accurate budget estimates? Does he know, or periodically calculate, operational costs for units or phases of his operational responsibilities? Is he able to identify uneconomical procedures, methods, tools, or equipment? Does he recommend changed policies or procedures which might effect dollar economies?
38. **Supervisory Control:** Refers to the maintenance of order in all areas of supervisory jurisdiction. Do the supervisor's employees perform their duties and functions in an orderly and disciplined manner which promotes work objectives? Do the employees have a clear understanding of behavior and performance standards which are expected? Does the supervisor enforce these standards consistently? Is the supervisor "accepted" by his subordinates and in full control at all times? Is the discipline and control too oppressive?

**USE INK OR TYPEWRITER  
FOR FINAL MARKINGS**

SECTION A		1	2	3	4	FACTOR CHECK LIST		5
		NOT SATISFACTORY SOME IMPROVEMENT NEEDED				MEETS STANDARDS EXCEEDS STANDARDS		
		Immediate Supervisor Must Check Each Factor in the Appropriate Column						DOES NOT APPLY
		1. Observance of Work Hours						<b>SECTION B</b> Record job STRENGTHS superior performance incidents, progress achieved, or checks in Col. 4.
		2. Attendance						
		3. Grooming & Dress						
		4. Compliance with Rules						
		5. Safety Practices						
		6. Public Contacts						
		7. Suspect Contacts						
		8. Employee Contacts						
		9. Knowledge of Work						
		10. Work Judgments						<b>SECTION C</b> Record specific GOALS or IMPROVEMENT PROGRAMS to be undertaken during next evaluation period
		11. Planning and Organizing						
		12. Job Skill Level						
		13. Quality of Work						
		14. Volume of Acceptable Work						
		15. Meeting Deadlines						
		16. Accepts Responsibility						
		17. Accepts Direction						
		18. Accepts Change						
		19. Effectiveness Under Stress						<b>SECTION D</b> Describe STANDARD performance (Optional for most factors checked in Col. 3, MANDATORY for some factors - see instructions.)
		20. Appearance of Work Station						
		21. Operation & Care of Equip.						
		22. Work Coordination						
		23. Initiative						
		24. (ADDITIONAL FACTORS)						
		25.						
		26.						
		27.						
		28.						
		29.						
<b>FOR EMPLOYEES who SUPERVISE OTHERS</b>		30. Planning & Organizing						<b>SECTION E</b> Record specific work performance DEFICIENCIES or job behavior requiring improvement or correction. (Explain checks in Col. 1 and 2.)
		31. Scheduling & Coordinating						
		32. Training & Instructing						
		33. Effectiveness						
		34. Evaluating Subordinates						
		35. Judgments & Decisions						
		36. Leadership						
		37. Operational Economy						
		38. Supervisory Control						
		39. (ADDITIONAL FACTORS)						
		40.						
		41.						
								<b>RATER:</b> I certify this report represents my best judgment. <input type="checkbox"/> I DO recommend this employee be granted permanent status. (For final probationary reports only).  (RATER'S SIGNATURE) (TITLE) (DATE)
								<b>REVIEWER:</b> (IF NONE, SO INDICATE) (REVIEWER'S SIGNATURE) (TITLE) (DATE)
								<b>EMPLOYEE:</b> I certify that this report has been discussed with me. I understand my signature does not necessarily indicate agreement. <input type="checkbox"/> I wish to discuss this report with the reviewer.  Comment:  (EMPLOYEE'S SIGNATURE) (DATE)

CHECKS IN COLS. 1 AND 2 MUST BE EXPLAINED IN SECTION E

# INSTRUCTIONS

## FOR USE OF THE PERFORMANCE EVALUATION REPORT FORM

**GENERAL:** 1. Using a preliminary draft sheet and pencil, complete Section A first, then other appropriate sections. The rater should review the draft report with his own supervisor. Markings and comments should then be typed or inked in on the final form. Either the rater or reviewer (or both) should then review the rating with the employee in a private interview. All signatures shall be in ink. Changes and corrections shall be initiated by the employee.

2. If space for comments is inadequate, dated and signed attachments may be made (either typewritten or in ink).
3. Due dates shall be observed, and are particularly important for final probationary reports. Filing dates for these are flexible, and both the first and the final reports may be filed at any time between the receipt and the printed due date.
4. All probationers (either entrance level or promotional) shall be evaluated not later than the end of the first three months of probationary service, and every three months thereafter for the first year. Probationers may be separated (or demoted, if permanent in a lesser class) at any time such action is deemed necessary by the department head, through use of either a scheduled or an unscheduled performance evaluation report.
5. All permanent employees and entrance level probationers in their second year shall be evaluated semi-annually as of the printed due date.
6. Unscheduled reports may be filed at any time for either permanent or probationary employees.
7. The "Guide to Performance Evaluation" should be consulted for suggestions, definitions, interpretations, and further instructions.
8. The main purposes of this form are to inform the employee of his performance, to improve performance when possible, and to sustain superior performance.

**SECTION A:** Check one column for each factor. Column (3) may be checked when a factor is not considered applicable to a particular job. Additional spaces have been provided to write in any additional factors. Each check mark in Columns 1 and 2 requires specific explanation in Section E. In the absence of specific standards for a factor, use your own opinion as to what constitutes standard performance. Standard does not mean average; in fact standard performance can often be higher than average performance.

**Exceeds Standards:** Total performance is well above standards for the position. This evaluation should be reflected by marks for critical factors in Section A, and superior or excellent performance should be noted in Section B. Only a few employees would normally qualify for this rating.

**Effective - Meets Standards:** Consistently competent performance meeting or exceeding standards in all critical factors for the position. If margin is narrow and standards barely met, explain in Section E. Most employees would be rated in this category.

**Some Improvement Needed:** Total performance occasionally or periodically falls short of normal standards. Specific deficiencies should be noted in Section E. This evaluation indicates the supervisor's belief that the employee can and will make the necessary improvements.

**Not Satisfactory:** Performance clearly inadequate in one or more critical factors as explained or documented in Section E. Employee has demonstrated inability or unwillingness to improve or to meet standards. Performance not acceptable for position held.

**SECTION B:** Must be used to describe outstanding qualities or performances, when check marks are placed in Column 4. Use this section to record other progress or improvements in performance resulting from employee's efforts to reach previously set goals.

**SECTION C:** Record agreed-upon or prescribed performance goals for the next evaluation period.

**SECTION D:** Use for describing standard performance. This section must be completed for certain factors, depending on assignment:

Patrolmen		Civilian Employees	
Patrol Division	9, 13, 14, 23	Clerks	6, 12, 13, 14
Traffic Division	6, 9, 13, 14	Technical, trades	12, 13, 14
Crim. Invest. Div.	9, 10, 13, 23		
Youth Div.	9, 10, 13, 23	Supervisors	
Adm. Bureau	8, 11, 13, 15	Sergeants	32, 33, 34, 38
Services Bureau	6, 12, 13, 19	Lts. and above	30, 31, 33, 34
		Civilians	30, 31, 32, 33, 34

**SECTION E:** Give specific reasons for check marks in Columns 1 and 2. Record here any other specific reasons why the employee should not be recommended for permanent status, or - if the employee is already permanent - any specific reasons for required improvement.

**SIGNATURES:** Both the rater and the employee shall sign the report. The employee's signature indicates that the conference has been held and that he has had an opportunity to read the report. If he refuses to sign for any reason, explain that his signature does not necessarily imply or indicate agreement with the report, and that space is provided for him to state any disagreement. Further refusal to sign shall be recorded on the report, after which it shall be forwarded.

**ROUTING:** Keep the preliminary draft at the division level until the next rating period and then discard. Route the permanent copy through channels to the Personnel Division.

39. Spaces 39 - 41 have been left blank for any additional supervisory factors the rater feels should be included as determinants of supervisory effectiveness necessary to the position of the employee being evaluated. These may come under the heading of particular qualities or skills, without which effective supervision cannot be achieved. Intangible qualities and references to character or personality traits should, however, be avoided.

## **Part 2 - Promotional Potential Rating**

The promotional potential rating should not be confused with regular performance evaluations or service ratings. The former is intended to be graded and weighted, whereas the recommended performance evaluation system is deliberately designed to avoid a numerical grade. Service ratings should not be used in the promotional process except to add background material for the oral board members. On the other hand, the promotional potential rating form should only be used as a part of the promotional process.

The promotional potential rating form is not intended to be completed unless and until candidates pass the written examination.

The recommended procedure requires the rating of the potential candidate by at least two raters who have been in close supervisory contact with the candidate. This will allow for some adjustment of tendencies to overrate or underrate.

The system provides for the establishment of a rating review board, consisting of the heads of the major divisions in the department. The purpose of the board is to equate differences in the average rating used in all bureaus, divisions, and sections of the department. This smoothing is done "across the board" for everyone in the specific unit.

The promotional potential rating system will improve as it is put into operation, and after the raters are given instructions and training. Nevertheless, we recommend that it be administered on a trial basis—that is, without having the results count—the first time it is used. After that, give the promotional potential rating an appropriate weighting. Generally we recommend a weighting of 50 percent for the written examination, 40 percent for the oral interview, and 10 percent for the promotional potential rating.

## GUIDE TO PROMOTIONAL POTENTIAL RATING

1. A promotional potential rating shall be prepared for each candidate who has successfully passed the written test.
2. The promotional potential rating shall be prepared by the immediate supervisors of each candidate. All candidates will be rated by at least two and not more than three raters who have supervised the candidate during the past year. When a candidate has only one direct supervisor, other supervisory or commanding officers who have provided indirect supervision will be assigned as raters.
3. Use the year immediately preceding the rating as the foundation for ratings whenever possible. Follow instructions on the form and rate each factor for all candidates.
4. Supervisors shall rate each candidate independently. The raters for each candidate shall, after they have prepared their independent ratings, prepare one composite rating on which they agree. After signing the composite rating form, they will submit it and their independent ratings up the line of command in the district or division in which the candidate has worked for the longest period of time during the past year.
5. Each district commander or division director will have the responsibility for reviewing all ratings referred in the line of command to him, for the purpose of adjusting any inequities. When it is obvious that significant differences exist in the application of rating standards among the various sections or units under his command, he will have the authority to adjust ratings upward or downward for any section or unit. When the district or division commander or director is satisfied that the promotional potential rating is fair and proper, he shall sign it and forward it to the departmental personnel office.
6. The Personnel Division shall prepare a list of candidates and their numerical ratings, grouped by district or division, and showing the average (mean) for each. These lists shall then be forwarded to the Rating Review Board.



7. The Rating Review Board will have the responsibility to review summaries of ratings for the purpose of adjusting any inequities based upon any obvious differences in standards between the various districts and divisions in the department. The board will have the authority to adjust scores upward or downward. When the board is satisfied that the ratings are fair and proper, a representative of the board will sign them.
8. The objective of the reviews is to insure that similar standards for rating are used in all bureaus, divisions and sections of the department. In general, reviewers should not permit more than a five-point spread in the mean ratings between the highest and lowest divisions. Ratings for all district personnel should be adjusted to the same average.
9. The Rating Review Board shall consist of the heads of the major bureaus in the department (or their representatives if above the rank of captain).
10. After the district or divisional rating has been determined, a candidate will be permitted to review his promotional potential rating during a time specified by the commanding officer. A candidate for sergeant or lieutenant who wishes to appeal his rating may do so by submitting a request through channels to the district commander or division director. In examinations for captain, a candidate may appeal by directing his request for review through channels to the division chief or division director who reviewed his initial rating. The decision of the commanders, directors and chiefs in these cases will be final. No appeal will be allowed for adjustments made during the equating of ratings between divisions, sections or units.

# PROMOTIONAL POTENTIAL RATING

USE INK OR TYPEWRITER  
FOR FINAL MARKINGS

PERSONNEL USE ONLY  
RATED SCORE \_\_\_\_\_  
ADJUSTMENT, ± \_\_\_\_\_  
FINAL RATING \_\_\_\_\_

EMPLOYEE NAME (LAST)	(FIRST)	(INITIAL)	EMPLOYEE NO.	DIVISION	DISTRICT OR SECTION
PRESENT CLASS TITLE		ASSIGNMENT		EXAMINATION FOR:	DUE DATE:

In rating the applicant, you should:

1. Review the job specifications and standards for the promotional job.
2. Consider applicant's personal work record, including efficiency, experience, training, attendance, commendations and disciplinary actions.
3. Evaluate the applicant on the basis of his merit and apparent ability to perform the duties of the new job, not his relative ability as compared with other applicants.
4. Recognize individual abilities and limitations for the higher job in addition to the performance on his present job.

To insure uniformity, the following definitions and ranges should be used:

OUTSTANDING	High success potential. Superior work expectancy. . . . .	90-100
GOOD	Better than average prospects for success. . . . .	80-89
ACCEPTABLE	Probable success on the job. Average performance expectancy. . . . .	70-79
WEAK	Factor slightly below necessary level. With more development might be acceptable. . . . .	60-69
INADEQUATE	Lacks factor to a degree that would preclude success on the job. . . . .	50-59

When the rating is "Inadequate" or "Outstanding" for a factor, a notation of the reason must be made in the space beneath the scale.

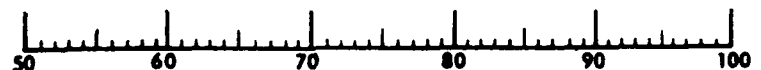
Check your evaluation of each factor by making a mark along the scale in an appropriate place. Individual ratings for each factor should be used only for general guidance in determining the overall rating.

## FACTOR

### ATTITUDE AND LOYALTY

Consider ability to work towards a common end in harmony with others; attitude toward other employees, departmental and city policies; willingness to assume additional responsibility. Does he show pride in his work? Does he support his superiors? Does he contribute to good morale?

Inadequate      Weak      Acceptable      Good      Outstanding



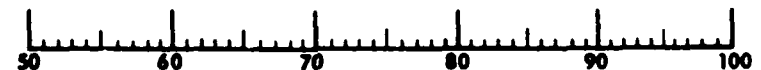
### TECHNICAL SKILL AND JOB KNOWLEDGE

Has he the knowledge and skill necessary for the promotional job?



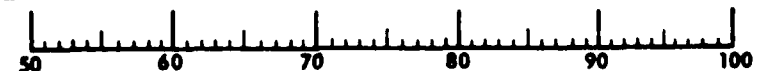
### JUDGMENT

Do you have confidence in his judgment? In your absence, would you have to worry about his decisions? Does he generally show common sense?



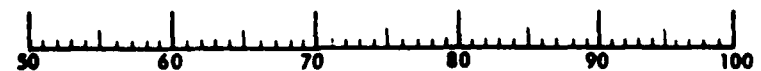
### EXPRESSION AND COMMUNICATION

Does he express himself clearly and concisely? Are his oral and written explanations understandable? Is his language acceptable?



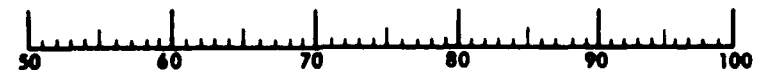
### INITIATIVE AND RESOURCEFULNESS

Consider self starting energy, mental alertness, adaptability to changes, ability to conceive and execute new ideas.



### SUPERVISORY AND LEADERSHIP ABILITY

Consider ability to plan and organize work. Does he have the capacity to direct, control and influence others? Has he demonstrated leadership in his daily relations with other employees?



Does applicant possess a further trait or skill that you feel adds or detracts from his value for the position under consideration? If so, explain briefly

On the basis of the information on the reverse side, we believe the applicant should receive an overall rating of  (Based on a scale of 0-100, with 70 a minimum passing point.)

(RATERS' SIGNATURES)

(EMPLOYEE NO.)

(DATE)

_____	_____	_____
_____	_____	_____
_____	_____	_____

District or divisional rating, as equated by the district commander or division director, was determined by adding \_\_\_\_\_ points to all rating scores within the employee's division, section or unit:  
subtracting \_\_\_\_\_ points from

(SIGNATURE)

(TITLE)

(DATE)

_____	_____	_____
-------	-------	-------

Final departmental rating, as equated by the Rating Review Board, was determined by adding \_\_\_\_\_  
subtracting \_\_\_\_\_  
points to all rating scores within the employee's division, section or unit:  
from

For the Rating Review Board:

(SIGNATURE)

(TITLE)

(DATE)

_____	_____	_____
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## GRIEVANCE PROCEDURE

Grievance procedures differ widely among police departments, and beyond the rather frequent use of simple communication through the chain of command or direct communication with department heads, there is an infinite variation in machinery for processing grievances. Before introducing the procedure recommended by the IACP, it is appropriate to discuss the essentials of a sound system and some factors which must be considered.

The Scope Must be Defined. Employee relations can cover a wide range of subjects with many variations of circumstances. A procedure which does not anticipate a wide scope or is oriented to a specific kind of grievance is likely to have limited value. When classified by subject matter, grievances may be related to one of the following categories:

- Matters dealing with material benefits—salaries, overtime, leave, hours of work, allowances, retirement, opportunity for advancement, and so on.
- Matters dealing with status—performance evaluation, job standards, training, tenure, disciplinary action, safety and conduct.
- General management practices including quality of leadership, attitudes of supervisors, administrative and supervisory methods.
- Operational matters, including crime prevention and investigation, and the extent of service to be rendered.
- Personal disputes.

Clientele. Grievances may also be considered in terms of the number and rank of the affected personnel. Does the grievance involve a complaint from one police officer? A whole rank? Are the interests of all personnel in the department involved? In general the procedure should accommodate any number or rank.

The Difference Between a Grievance and a Suggestion. The seriousness of the grievance may be an important factor. Is it actually a suggestion rather than a grievance? Should a member be allowed to file a grievance because a suggestion concerning an

operational matter was turned down? The difference between a suggestion and a grievance should be established, and a means for handling suggestions should be provided.

**Screening of Grievances.** In some procedures, the employee relations committee or board is obliged to give a decision to the final authority in each case. This may result in duplicate handling of similar cases or in disruption of the grievance machinery. The system adopted should provide for rejection of grievances by the board in summary fashion without necessarily resorting to elaborate explanations of the reason for rejection, and should provide a means for consolidating similar grievances.

**Employee Relations Committees.** Although by no means universal or consistent in structure, the employee relations committee or board is found in many well-defined grievance procedures. Most such committees feature some form of democratic representation by rank and file members, on the theory that the group of peers will view the grievance with sympathy; by extension, if the committee then denies the grievance, the aggrieved employee has less justification for further complaint.

It would appear that the composition of such a committee or committees could take several forms. The following list is by no means exhaustive:

- An equal number of representatives from each rank.
- Varying numbers of each rank, in proportion to the number of men in each rank in the bureau (or division).
- A separate committee for each rank.
- Composite committees, with representatives drawn from other committees --these might be established on a temporary basis to cover special circumstances, or they might be standing committees.
- Election of a representative by members of one rank, but without regard for the rank of the elected representative. In other words, the patrolmen might feel that one of the lieutenants would be their most eloquent spokesman, and thus would select him rather than a patrolman.
- Formation of a panel, with the committee to be selected from the panel by the member or group initiating the grievance.

**Appeal Beyond the Department Head.** If the first phase of a grievance system consists of a communication through channels to a certain level of authority in the department, it makes little sense to redirect all grievance committee recommendations to this same level.

Committee reports should therefore be directed to the highest level of government with the authority to remedy the grievance, such as a city manager or city council. However, the chief of police should be the ultimate authority beyond which there is no appeal in operational matters.

### Recommended Procedure

The recommended grievance procedure contains the following provisions or features:

- A foundation in law.
- Applicability to any grievance including those concerned with salaries and other benefits under the control of the city council.
- Provision for handling suggestions as well as grievances.
- At the option of the initiating employee, a provision to have grievances routed through the chain of command for possible disposition before further steps are taken. In this first phase, the grievance should go only to the level of bureau deputy chief.
- At the option of the initiating employee, the opportunity to address the grievance directly to the grievance committee.
- Applicability to all sworn members of the rank of lieutenant and below, and all civilian employees below the level of supervisor.
- Election of an employee relations panel consisting of 5 police officers, 5 sergeants, 5 lieutenants, 5 captains, and 5 civilians. Two alternates from each rank or group should also be elected. An election should be held once a year as follows:

One police officer should be chosen as a representative from each district or division. Representatives from each district or division should then meet for the purpose of electing 5 police officers and 2 alternates from among them to serve on the employee relations panel.

Other ranks should choose electors in the same way except that if a district or division has only one member of a particular rank, that member should serve as the elector.

- **Screening Committee.** A screening committee should be selected by the panel from each of the ranks or groups, consisting of one police officer, one sergeant, one lieutenant, and one civilian. One of the committee members should be chosen as coordinating chairman. He should be provided with clerical assistance as required. He should be responsible for scheduling meetings and hearings, and presiding over sessions of the screening committees. The screening committee should review all grievances, consolidate grievances, conduct hearings, decide the composition of special hearing committees, and refer certain grievances to the entire panel. Decisions of committees should require a majority vote of three.
  
- **Hearing Committees.** The employee initiating the grievance (either on his own behalf or on behalf of others) should have the option of requesting a hearing before a hearing committee. The employee should also have the option of deciding the composition of the committee which will hear the case; thus he may request 5 police officers, or 4 police officers and a lieutenant, or 5 sergeants, or any other combination of ranks. If the employee does not specify the composition of the hearing committee, the screening committee should conduct the hearing. No member of any committee should be assigned to the same district or division as the employee requesting the review or hearing.
  
- Legal counsel from the city attorney's office should be available on request, and should be available for service in an advisory capacity to a committee during reviews or hearings if they choose to have it. However, proceedings before a committee should be informal.
  
- Committees should have the authority to call employees into hearings, but the attendance of employees should be without compensation unless otherwise specified by the employee's district commander or division commander.
  
- Supervisors above the rank of captain, whose service in the higher rank is dependent upon the approval of the chief of police, should not be permitted to initiate grievances presented to a committee.
  
- Grievances directed to the city manager or city council should be approved by majority vote of the total membership of the employee relations panel.
  
- A grievance and suggestion transmittal form is attached.

# GRIEVANCE/SUGGESTION TRANSMITTAL REPORT

EMPLOYEE NAME (LAST)	(FIRST)	(INIT.)	EMPLOYEE NO.	DIVISION	DISTRICT OR SECTION
CLASS TITLE			EMPLOYEE STATUS	ASSIGNMENT	DATE INITIATED

## ☐ SUGGESTION OR GRIEVANCE - TO GO THROUGH CHAIN OF COMMAND

Details should be explained on a bureau memo form, to be attached to this transmittal sheet. Address the memo to your immediate supervisor. Indicate the nature of the problem or grievance. Give a brief explanation of the cause or history, if applicable. State your suggestion, or in the case of a grievance, your recommended solution if you have one in mind. Be specific in both the statement of the problem and the suggested solution. If the suggestion or solution involves additional expenditure, either for equipment or manpower, indicate the amount of increase.

**SUPERVISORS:** Check one or more boxes. Attach comments, if any, by means of a separate memo. If you have the responsibility, authority and desire to solve the problem or carry out the suggestion, indicate your intent to do so. Sign and transmit within 72 hours.

	In general I concur with both the statement of the problem and the suggestion or solution	I disagree with either the statement of the problem, or the solution, or both	Contents noted but no comment attached	See attached comments	Signature of supervisor	Date reviewed	Return to initiator
Sergeant (or first level Civ. supervisor)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	_____	_____	
Lieutenant (or second level Civ. supervisor)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	_____	_____	
Captain (or third level Civ. supervisor)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	_____	_____	<input type="checkbox"/>
Inspector, Commander	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	_____	_____	<input type="checkbox"/>
Chief Inspector (Patrol Division only)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	_____	_____	<input type="checkbox"/>
Deputy Chief	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	_____	_____	<input type="checkbox"/>

Routing of copies: Initiating employee should retain pink copy. Original and yellow copies to go through chain of command. When original is returned to initiating officer, route yellow copy to Employee Relations Committee.

## ☐ GRIEVANCE - TO GO TO EMPLOYEE RELATIONS COMMITTEE (DIRECTLY, OR AS AN APPEAL)

Details should be explained on a bureau memo form, if not already attached. Address the memo to the Employee Relations Committee. Indicate the nature of the grievance. Give a brief explanation of the cause or a brief history, if applicable. Give the number, rank and division of affected employees. State your suggested solution if you have one in mind. Be specific in both the statement of the problem and the suggested solution. If the solution involves additional expenditures, either for equipment or manpower, indicate the amount of increase.

☐ I request review by the Employee Relations Committee, but not a hearing. I understand, however, that I may be called to a hearing if the Employee Relations Committee believes it to be necessary.

☐ I request review by the Employee Relations Committee and a hearing. I request that the hearing committee be composed of five members, as follows:

- ☐ police officer(s)      ☐ sergeant(s);      ☐ lieutenant(s)  
☐ master police officer(s)      ☐ civilian(s)

I further understand that the Employee Relations Committee has the right to consolidate grievances, and may not make recommendations to the administration of the bureau in every case. I also understand that a detailed explanation of the committee's decision may not be reported to me.

SIGNED \_\_\_\_\_ DATE \_\_\_\_\_

Routing of copies: Initiating employee should retain pink copy. Original and yellow to go to Employee Relations Committee. Original copy to go back to initiator with decision. Yellow copy to go to employee's personnel file.



# FIELD TRAINING GUIDE

NAME OF RECRUIT		CLASS NUMBER	DATE OF CLASS
NAME OF FIELD TRAINING OFFICER	FIELD ASSIGNMENT	FIELD TRAINING DATES (inclusive)	
1.		from	to
2.			
3.			
4.			

This training guide is a listing of basic police responsibilities, tasks and procedures. The Field Training Officer (FTO) will use this guide during the field training of a recruit. The FTO will explain each item, and whenever practical, demonstrate the task or procedure to the recruit. When the FTO believes that the recruit is capable of handling a specific task, he will require the recruit to perform the task while he observes. The FTO should pace himself to insure that sufficient time is allotted for explaining and/or performing each and every task. When an item has been satisfactorily completed, the FTO will enter the date of completion in the proper column. This is not an exhaustive list, and when unlisted situations arise, the FTO should demonstrate the proper procedure for handling the situation and record such action at the end of the guide.

## Responsibilities

1. The Training Division will enter the recruit's name, class number, and date of class on the top line of this form.
2. The FTO will enter his name on the next line, and indicate his general field assignment and the training dates. If another FTO is used, he will enter his name on line 2 with the inclusive dates.
3. Upon completion of the 4-week field training period, this guide will be returned to the Training Division.
4. The Training Division will forward this guide to the recruit's first unit of assignment after completion of academy training. The unit commander will assign another FTO who will insure that the recruit receives the remainder of his field training. Upon completion, the recruit will sign this form in the space provided below, and this guide will be returned to the Training Division.
5. Training Division personnel will review the completed guide. If all items have been completed satisfactorily, this guide will be filed in the officer's personnel folder.

I HAVE BEEN INSTRUCTED IN ALL ITEMS LISTED IN THE FIELD TRAINING GUIDE

**SIGNATURE OF RECRUIT**

**DATE**

REVIEWED BY:

(Signature of Training Division Reviewer)

DATE

## FIELD TRAINING OFFICER INSTRUCTION GUIDE

		Initials of Field Training Officer and Dates	
		<u>Explained and/or Demonstrated</u>	<u>Performed</u>
I.	<u>PERSONAL ITEMS</u>		
1.	Police and the public		
	a. Congregation or loitering at crime scenes, coffee shops, stores, etc.		
	b. Contacts with women		
	c. Driving habits		
	d. Wearing of the uniform		
2.	Command presence and courtesy		
3.	Precaution; preparation for anything		
4.	Personal conduct		
	a. Smoking in public		
	b. Offensive mannerisms and gestures		
	c. Voice and word usage		
5.	Non-acceptance of gratuities and rewards		
6.	Rapport with fellow officers and supervisors		

Initials of Field Training Officer and Dates	
<u>Explained and/or Demonstrated</u>	<u>Performed</u>

## II. PREPARATION FOR PATROL

1. Personal appearance and hygiene
2. Uniform and equipment check
3. Locker use and arrangement
4. Information necessary for patrol
5. Roll-call procedures
6. Vehicle and equipment inspection
7. Vehicle servicing

## III. ARREST PROCEDURES

1. Making an arrest
  - a. Proper time
  - b. Search incident to arrest
  - c. With or without a warrant
  - d. Felony and misdemeanor
  - e. Force
  - f. Club and handcuffs
  - g. Pistol
  - h. Legal and moral aspects of shooting

		Initials of Field Training Officer and Dates	
		<u>Explained and/or Demonstrated</u>	<u>Performed</u>
2.	Searching a person - (males and females)		
	a. Field		
	b. Jail		
3.	Resisting arrest		
4.	Interfering with arrest		
5.	Removing occupants from vehicles		
6.	Information gathered at time of arrest		
7.	Transporting prisoners		
	a. Use of auto; alone, with another officer		
	b. Patrol wagon; when to use		
	c. Care and watchfulness, prevent prisoner from getting behind officer		
	d. Extra precautions for selected prisoners		
	e. Recording mileage (radio) when bringing in females		
8.	Restrictions on recommending attorneys, bail bondsmen		
9.	Booking and searching operations at station		

		Initials of Field Training Officer and Dates	
		<u>Explained and/or Demonstrated</u>	<u>Performed</u>
10.	Prisoner's property control procedures		
11.	Handling prisoners in detention facility		
12.	Proper clearances and release procedures		
IV.	<u>USE OF POLICE RADIO</u>		
1.	Use of car radio		
	a. Position to hold microphone		
	b. Normal voice		
	c. Phonetic alphabet		
	d. When out of car		
	e. Status of other cars. (If another officer has something important happening, do not use radio except in emergencies)		
	f. Your status		
	(1) Officers Daily Activity Report		
	(2) Radio dispatcher		
2.	Radio code, phonetic alphabet and unit identification		
	a. Important code numbers		
3.	Orientation for dispatching operations		
	a. Preparation of complaint dispatch cards		

		Initials of Field Training Officer and Dates	
		<u>Explained and/or Demonstrated</u>	<u>Performed</u>
b.	Multiple responsibilities of the communication section		
	• Telephones		
	• Police radio		
	• Point-to-point radio		
	• Teletype operations and procedures		
	• Alarm set-up		
	• "Hot Car" file		
	• Emergency business data file		
	• Wanted persons file		
	• Teletype file		
	• Stolen property file		
	• "Status Board" and how it assists dispatchers in con- trolling police mobile units		

V. GENERAL OPERATING PROCEDURES

1. Officer's notebook
2. Field interrogation
3. Questioning witnesses
4. Statement-taking
5. Descriptions of property

		Initials of Field Training Officer and Dates	
		<u>Explained and/or Demonstrated</u>	<u>Performed</u>
6.	Descriptions of persons		
7.	Report-writing		
8.	Protecting a crime scene		
9.	Handling evidence		
10.	Taking a dying declaration		
11.	Obtaining ambulance, tow trucks, fire apparatus		
12.	First aid		
13.	Inspection of premises (permits, licenses, buildings, liquor estab- lishments, etc.)		
<b>VI. <u>OFFICER'S RESPONSIBILITIES</u></b>			
1.	Patrol purposes and responsibilities and general policies		
	a. Crime		
	b. Traffic		
	c. Vice		
2.	Rules affecting officer		
3.	Types of patrol		

		Initials of Field Training Officer and Dates	
		<u>Explained and/or Demonstrated</u>	<u>Performed</u>
4.	One-man patrol operations .		
5.	Patrol methods and techniques (day, evening and night shifts)		
6.	Knowledge of beat; geography, persons, property, places and situations		
7.	Observations and perception on patrol		
8.	Developing contacts		
9.	Officer's position in civil matters		
10.	Relations with the public; prejudices, attitudes, etc.		
11.	Relations with immediate supervisor		
12.	Relations with command personnel		
13.	Relations with investigative personnel		
14.	Relations with other governmental agencies		
15.	Conduct and behavior (on and off duty)		
16.	Pitfalls to be avoided		
17.	Requests for assistance		
18.	Duties in emergency situations		



		Initials of Field Training Officer and Dates	
		<u>Explained and/or Demonstrated</u>	<u>Performed</u>
VII.	<u>DRIVING TECHNIQUES</u>		
1.	Proper driving habits		
	a. Public opinion regarding officers disobeying traffic laws		
	b. Defensive driving		
	c. Driving in inclement weather		
	d. Proper parking		
2.	Downtown and residential driving techniques		
3.	Answering routine calls		
4.	Identification and apprehension of traffic violators		
	a. Stopping violators so not to impede other traffic		
	b. Use of red light, siren and spotlight		
	(1) Daylight		
	(2) Darkness		
	c. Positioning patrol car in relation to violator		
5.	Stopping wanted or stolen vehicles		
	a. When assistance is necessary		
	b. Selecting suitable location		
	c. Parking police car in relation to suspect car		

		Initials of Field Training Officer and Dates	
		<u>Explained and/or Demonstrated</u>	<u>Performed</u>
6.	Pursuit driving		
7.	Tailing suspects		
8.	Driving and parking in emergencies		
	a. What constitutes an emergency		
	b. Use of red light and siren		
9.	Burglary-in-progress or prowler type call		
	a. Approach		
	b. Procedures for suspect at scene or running away		
	c. Arrival at assigned position		
	• Need for lights out		
	• Eliminate noise		
	• Direct or indirect approach to scene		
10.	Robbery-in-progress calls		
	a. Approach		
	b. Secondary assignment		
11.	Fire calls		
	a. Approach hazards		
	b. Assisting fire trucks through dangerous intersections		
	c. Parking in position for traffic control		

		Initials of Field Training Officer and Dates	
		<u>Explained and/or Demonstrated</u>	<u>Performed</u>
VIII.	<u>PATROL TACTICS</u>		
1.	Inspectional procedures and techniques		
	a. Shopping centers		
	b. Vacation home checks		
2.	Open doors and windows		
3.	Finding a burglary, search of premises		
4.	Burglary in progress		
5.	Robbery in progress		
6.	Bank alarm		
7.	Suspicious character and prowler calls		
8.	Searching yards and alleys		
9.	Blockades		
10.	Searching quadrant		
11.	Stakeouts		
12.	Man with a gun calls		
13.	Conducting a raid		

		Initials of Field Training Officer and Dates	
		<u>Explained and/or Demonstrated</u>	<u>Performed</u>
14.	Crowds, mobs and riots		
15.	Demonstrations		
16.	Strike duty		
17.	General duty alert		
18.	Bomb threats		
19.	Guarding prisoner		
<b>IX. <u>GENERAL INVESTIGATIONS</u></b>			
1.	Elements of crimes		
2.	Investigation of a felony		
3.	Modus operandi		
4.	Investigation of murder, rape and assault		
5.	Investigation of robbery		
6.	Investigation of residential and commercial burglaries		
7.	Investigation of safe burglary		

		Initials of Field Training Officer and Dates	
		<u>Explained and/or Demonstrated</u>	<u>Performed</u>
8.	Investigation of car theft		
9.	Investigation of suspicious cars		
	a. Occupied		
	b. Unoccupied		
10.	Investigation of stolen property		
11.	Investigation of larcenies, shoplifting		
12.	Investigation of purse-snatching and pickpocket		
13.	Investigation of stolen auto accessories and theft from auto		
14.	Investigation of stolen bikes		
15.	Investigation of miscellaneous theft		
16.	Investigation of bad checks		
17.	Investigation of frauds		
18.	Investigation of embezzlements		
19.	Investigation of extortion		
20.	Investigation of counterfeiting		
21.	Investigation of suicides and unexplained deaths		

		Initials of Field Training Officer and Dates	
		<u>Explained and/or Demonstrated</u>	<u>Performed</u>
22.	Crime scene measurements and sketching		
X.	<u>TRAFFIC PROCEDURES</u>		
1.	Police officer's responsibility for traffic enforcement and control		
2.	Traffic laws and ordinances		
3.	Enforcement index		
4.	Selective enforcement (time, place, violation)		
5.	Recognizing traffic violation		
	a. Evidence for conviction		
	b. Moving violation		
	c. Equipment violation		
	d. Other violation		
6.	Approaching and handling traffic violator		
7.	Enforcement		
	a. Use of warning		
	(1) Verbal		
	(2) Written		
	b. Use of citation		

		Initials of Field Training Officer and Dates	
		<u>Explained and/or Demonstrated</u>	<u>Performed</u>
c.	Arrests		
	(1) Optional situation		
	(2) Mandatory		
	(3) With warrant		
8.	Parking violation enforcement		
a.	Meter		
b.	Time zone		
c.	Prohibited areas		
9.	Accident investigation		
a.	Handling injuries		
	(1) First aid		
	(2) Summoning aid		
b.	Handling scene		
	(1) Safeguards		
	(2) Traffic routing		
c.	Locating drivers and witnesses		
d.	Interviewing drivers and witnesses		
e.	Photographing, measuring and sketching traffic accidents		
f.	Determining responsibility		
g.	Issuing citations		
h.	Reports		

		Initials of Field Training Officer and Dates	
		<u>Explained and/or Demonstrated</u>	<u>Performed</u>
10.	Driving while intoxicated cases		
	a. Observations		
	b. Sobriety report		
	c. Chemical test		
	d. Enforcement action		
	(1) Custody		
	(2) Non-custody (Hospitalization)		
11.	Hit-run accident investigation		
	a. Injury - non injury		
	b. Evidence at scene		
	c. Locating and interviewing witnesses		
	d. Following trail of evidence to responsible party		
	e. Alerting other police units of suspect vehicle		
12.	Pedestrian violations		
13.	Radar in traffic enforcement		
14.	Vehicle identification; registration, license number and vehicle identification number		
15.	Driver identification; operator license		
16.	Traffic direction and control		
	a. General rules of traffic control		



		Initials of Field Training Officer and Dates	
		<u>Explained and/or Demonstrated</u>	<u>Performed</u>
	b.	Standing where clearly visible	
	c.	At a street corner with and without signals	
	d.	At an accident scene	
	e.	Proper use of flares	
17.		Police emergency escorts	
XI.	<u>VICE CONTROL</u>		
	1.	Prostitution cases	
	2.	Gambling cases	
	3.	Liquor law violations	
	4.	Narcotic peddlers and addicts	
	a.	Opiates	
	b.	Marijuana	
	c.	Dangerous drugs	
	5.	Relationship to organized crime	
XII.	<u>JUVENILE PROCEDURES</u>		
	1.	Juvenile involvement in crime	
	2.	Gaining respect of juveniles	

		Initials of Field Training Officer and Dates	
		<u>Explained and/or Demonstrated</u>	<u>Performed</u>
3.	Interviewing female juveniles		
	a. In presence of another officer		
	b. In presence of matron or parent		
	c. In presence of school official		
4.	Using neighborhood juvenile as sources of information		
5.	Juvenile officers		
	a. Duties		
	b. Assistance rendered		
6.	Selected cases		
	a. Malicious mischief and BB guns		
	b. Runaways and truancy		
	c. Juvenile liquor law violations		
	d. Glue sniffing		
	e. Child neglect cases		
	f. Battered and abused child cases		
7.	Juvenile gangs		
8.	Relationship with other agencies involved with juveniles: (schools; recreation; welfare; probation, etc.)		
9.	Transporting juveniles		
	a. To station		

		Initials of Field Training Officer and Dates	
		<u>Explained and/or Demonstrated</u>	<u>Performed</u>
	b. To detention		
	c. Notification of parents or probation officer		
	d. Reports and forms used		
10.	Disposition of juvenile cases		
11.	Juvenile traffic offender		
12.	Missing and found children		
<b>XIII. <u>HANDLING PEOPLE</u></b>			
1.	Emphasizing the specific techniques and skills necessary in dealing with the following:		
	a. Wanted persons		
	b. Missing persons		
	c. Mental cases		
	d. Transients		
	e. Vagrants		
	f. Beggars		
	g. Peddlers		
	h. Street corner orators		
	i. Sex perverts		
	j. Drunken persons		

		Initials of Field Training Officer and Dates	
		<u>Explained and/or Demonstrated</u>	<u>Performed</u>
XIV.	<u>DISTURBANCE OF THE PEACE PROCEDURES</u>		
1.	Neighborhood disputes		
2.	Family quarrels, domestic situations		
3.	Preserving the peace		
4.	Simple assault		
5.	Nuisances		
6.	Vehicular disturbance		
7.	Loud noise, party, etc., complaints		
8.	Street meetings, demonstrations		
9.	Trespassing		
XV.	<u>PROPERTY CONTROL</u>		
1.	Lost property		
2.	Found property		
3.	Safekeeping property		
	a. Prisoner		
	b. Deceased person		
	c. Property turned in		

Initials of Field Training Officer and Dates	
<u>Explained and/or Demonstrated</u>	<u>Performed</u>

4. Contraband
5. Releasing property
6. Destroying property

**XVI. LEGAL PROCESSES**

1. Obtaining complaints
2. Obtaining and executing search warrants
3. Obtaining and executing arrest warrants
4. Extradition procedures
5. Serving subpoenas and summonses
6. Mental commitment process
7. Rules of evidence and exceptions
8. Case preparation for court prosecution
9. Courtroom testimony and demeanor

**XVII. HAZARDS**

1. Detecting and reporting hazards
2. Fire hazards

Initials of Field Training Officer and Dates	
<u>Explained and/or Demonstrated</u>	<u>Performed</u>

- |    |  |  |
|----|--|--|
| 3. | Crime hazards  |  |
| 4. | Traffic hazards  |  |
| 5. | Insecure premises  |  |
| 6. | Defective conditions in public property,<br>street, sidewalk, etc. |  |
| 7. | Attractive nuisances   |  |
| 8. | Live wires   |  |
| 9. | Light outages  |  |

**XVIII. ANIMAL COMPLAINTS**

- |    |                            |  |
|----|----------------------------|--|
| 1. | Found animals              |  |
| 2. | Wounded or injured animals |  |
| 3. | Dead animals               |  |
| 4. | Shooting animals           |  |
| 5. | Animal bite cases          |  |
| 6. | Rabid animals              |  |
| 7. | Animal nuisances           |  |
| 8. | Cruelty to animals         |  |

Initials of Field Training Officer and Dates	
<u>Explained and/or Demonstrated</u>	<u>Performed</u>

**XIX. CITIZENS' REQUESTS**

1. Requests for assistance
  - a. Medical aid
  - b. Invalid
  - c. Other
2. Landlord-tenant disputes
3. Mechanic and baggage liens
4. Failure-to-pay cases
  - a. Taxi
  - b. Bus
  - c. Restaurant
5. Citizen arrests
6. Information and direction

**XX. INFORMATION**

1. General sources of information available
2. Obtaining record, warrant and vehicle checks
3. Conducting record searches

		Initials of Field Training Officer and Dates	
		<u>Explained and/or Demonstrated</u>	<u>Performed</u>
	a.	Alpha files (master index)	
	b.	Case (report) files	
	c.	Criminal history files	
	d.	Known offender and nickname files	
	e.	Mug shot files	
	f.	Warrant files	
	g.	Accident files	
	h.	Other files	
4.	Information and assistance available from other official agencies		
	a.	Local	
	b.	County agencies	
	c.	State agencies	
	d.	Federal agencies	
5.	Sources of information on beat		
6.	Press relations		
7.	Use of police and public library		
<u>MISCELLANEOUS RESPONSIBILITIES</u>			
1.	Handling public gatherings and parades		
2.	Discovery of fire, duties at fire		



Initials of Field Training Officer and Dates	
<u>Explained and/or Demonstrated</u>	<u>Performed</u>

- |    |  |  |
|----|--|--|
| 3. | Abatement of attractive nuisances  |  |
| 4. | Enforcement of parking violations  |  |
|    | a. Driveways   |  |
|    | b. Private property  |  |
| 5. | Enforcing health and welfare ordinances,<br>i.e., bonfire; dumping garbage |  |
| 6. | Taxi ordinance   |  |
| 7. | Notifications, death messages  |  |
| 8. | Parks, waterways, game law violations                                      |  |
| 9. | Permits and licenses   |  |

**XXII. ORGANIZATIONAL PROCEDURES**

- |    |                          |  |
|----|--------------------------|--|
| 1. | Checking on and off duty |  |
| 2. | Days off                 |  |
| 3. | Overtime                 |  |
| 4. | Leaves of absence        |  |
|    | a. Vacation              |  |
|    | b. Military              |  |
|    | c. Sick                  |  |

		Initials of Field Training Officer and Dates	
		<u>Explained and/or Demonstrated</u>	<u>Performed</u>
	d. Injury		
	e. Death in family		
5.	Equipment and uniform regulations		
	a. Issue		
	b. Use		
	c. Loss and replacement		
6.	Care of police vehicles		
	a. Assignment		
	b. Accident		
	c. Damage		
	d. Maintenance		
	e. Reports		
7.	Discharge of firearms		
	a. Accidental		
	b. Duty		
8.	Investigation of complaints against personnel		
	a. Procedures		
	b. Reports		
9.	Disciplinary procedures		

Initials of Field Training Officer and Dates	
<u>Explained and/or Demonstrated</u>	<u>Performed</u>

- |     |                                      |  |  |
|-----|--------------------------------------|--|--|
| 10. | Mail                                 |  |  |
|     | a. Incoming                          |  |  |
|     | b. Distribution                      |  |  |
|     | c. Outgoing                          |  |  |
| 11. | Transfers                            |  |  |
| 12. | Performance evaluation               |  |  |
| 13. | Outside employment regulation        |  |  |
| 14. | Change of address and phone number   |  |  |
| 15. | Changes in personal or family status |  |  |
|     | a. Marriage, divorce                 |  |  |
|     | b. Dependents                        |  |  |
| 16. | Contagious disease contact           |  |  |
| 17. | Court appearance                     |  |  |
|     | a. Subpoena                          |  |  |
|     | b. Civil cases                       |  |  |

**XXIII. USE AND/OR PREPARATION OF THE  
FOLLOWING FORMS**

- |    |                         |  |  |
|----|-------------------------|--|--|
| 1. | Field offense reports   |  |  |
| 2. | Vehicle accident report |  |  |

		Initials of Field Training Officer and Dates	
		<u>Explained and/or Demonstrated</u>	<u>Performed</u>
3.	Arrest report		
4.	Traffic citation or summons		
5.	Non-traffic citations and summonses, i.e., juvenile, misdemeanor, etc.		
6.	Daily bulletin		
7.	MO bulletin; crime and traffic analyses bulletins		
8.	Stolen vehicle list		
9.	Activity report		
10.	Sick and injury reports		
11.	Equipment and uniform damage claim		
12.	Manuals, report-writing; G.O., rules and regulations, training; SOP's, etc.		
13.	Business cards		
14.	Statistical reports- daily, weekly, monthly		
15.	Organization phone directory		
16.	Field contact form		

Initials of Field Training Officer and Dates	
<u>Explained and/or Demonstrated</u>	<u>Performed</u>
17. Field sobriety form	
18. Hospital reports	
19. City vehicle accident report	
XXIV. <u>UNLISTED ITEMS (To be entered by FTO)</u>	
1.	
2.	
3.	
4.	
5.	
6.	
7.	
8.	
9.	
10.	
11.	
12.	

# FIELD TRAINING OFFICER WEEKLY PROGRESS REPORT

NAME OF TRAINEE		TRAINING CLASS #		REPORT DATE		
FIELD ASSIGNMENT		WEEKLY PERIOD (CHECK APPROPRIATE BOX) 1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input type="checkbox"/> 4 <input type="checkbox"/>				
Check appropriate boxes in the rating areas shown below. Since this form will assist you in preparing your final evaluation of the trainee, be as objective as possible. If you wish to elaborate further on a particular rating, identify the item on the reverse of this form and make your comments.						
FACTOR	NEEDS IMPROVEMENT			ACCEPTABLE		
	INADEQUATE	WEAK	FAIR	GOOD	OUTSTANDING	
<b>APPEARANCE</b>						
Uniform, leather and equipment		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Posture and carriage (cruiser, substation, public places)		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Personal (cleanliness, hair, nails, shave)		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>COOPERATION AND LOYALTY</b>						
Works toward a common end with others		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Willingness to assume additional responsibility		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Supports his superiors		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Good team worker		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>INTEREST AND ATTITUDE</b>						
Seeks help with problems		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Willingness to learn		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Attitude toward constructive criticism		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Accepts direction and discipline		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Attitude toward department policies		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Shows pride in his work		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Contributes to good morale		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Confidence in himself		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>PUBLIC CONTACT</b>						
Attitude toward citizens		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Ability to express himself and communicate		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Face and bearing		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Tact and discretion		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Self control		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>JUDGMENT</b>						
Common sense		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Judgment under pressure		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

FACTOR	NEEDS IMPROVEMENT			ACCEPTABLE						
	INADEQUATE	WEAK	FAIR	GOOD	OUTSTANDING					
<b>DRIVING ABILITY</b>										
Exercises speed control	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>					
Familiar with defensive driving practices	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>					
Properly uses red light and siren	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>					
Knows the hazards of high-speed driving	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>					
Understands importance of safety	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>					
Parks vehicle properly during officer-violator contacts	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>					
<b>REPORT WRITING</b>										
Able to express himself in writing	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>					
Uses proper grammar and punctuation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>					
Produces accurate, complete and neat reports	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>					
Familiar with department reports and understands their purpose and use	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>					
<b>GENERAL PROGRESS TO DATE</b>										
<b>COMMENTS</b>										
FIELD TRAINING OFFICER SIGNATURE		COMMANDING OFFICER SIGNATURE			DATE					

# FIELD TRAINING OFFICER EVALUATION REPORT

NAME OF TRAINEE		TRAINING CLASS #	REPORT DATE
FIELD ASSIGNMENT		FIELD ASSIGNMENT DATES FROM _____ TO _____	
FACTOR		COMMENT	
<b>ENFORCEMENT CONTACTS</b> Evaluate trainee's (1) knowledge of traffic and criminal laws and pertinent departmental policies and procedures, (2) judgment in issuing citations and warnings, and in effecting arrests; and (3) ability in detecting, pursuing and apprehending violators and his skill in applying established methods and tactics during enforcement contacts.			
<b>PUBLIC CONTACTS</b> What is his attitude, conduct and language in public places? Does he discuss police activity in public? What appearance and manner does he present to the public? Is he at ease or ill at ease when meeting the public? Does he expect and accept free handouts?			
<b>RELATIONS WITH OFFICIAL AGENCIES</b> How does he get along with representatives of other law enforcement agencies? Does he have a friendly and cooperative attitude with employees of other official agencies?			
<b>ACCIDENT INVESTIGATION</b> Does he understand and practice recommended procedures? Does he obtain all necessary information? Does he base his opinions on factual information?			
<b>PATROL OPERATIONS</b> Does he understand and practice proper patrol techniques? Can he identify potential hazards? Can he identify and is he familiar with high crime and traffic incident areas? Can he identify major thoroughfares and is he familiar with shortest routes to various places and topography?			
<b>EMERGENCY SITUATIONS</b> Does he have the ability to make proper decisions while under pressure? Can he recognize and correctly evaluate true emergency situations? Is he familiar with available resources for handling emergencies? Can he use approved first aid techniques?			
<b>REPORT WRITING</b> Does he express himself well? Does he use proper grammar and punctuation? Does he understand the difference between necessary and unnecessary material? Does he produce accurate, complete and neat reports? Is he familiar with all pertinent reports and does he understand their purpose and use?			



FACTOR	COMMENT
<b>DRIVING ABILITY</b> Does he exercise speed control and is he familiar with defensive driving practices? Is he aware of the hazards of high-speed driving? Does he make proper use of the red light and siren? Does he have proper concern for his own safety as well as the violator's safety? Does he park his vehicle properly during officer-violator contacts and accident investigations?	
<b>ATTITUDE AND PROFESSIONAL BEARING</b> Does he have a sincere desire to improve himself? Does he want to learn? What is his attitude towards his job and the department? Does he accept direction properly?	

### WRITTEN SUMMARY OF EVALUATION

### RECOMMENDATIONS

I recommend (do not recommend) that this trainee be released to regular assignments.

---

SIGNATURE OF FIELD TRAINING OFFICER

# 

SECTION I											
1. NAME (LAST, FIRST, MI)			2. DATE		3. CLASS #		4. NO. OF WKS. OF TRNG. COMPLETED		5. RATING PERIOD: FROM _____ TO _____		
6. MAJOR SUBJECTS TAUGHT					7. RATING BASIS: <input type="checkbox"/> CLOSE DAILY CONTACT <input type="checkbox"/> FREQUENT OBSERVATION <input type="checkbox"/> REPORTS						
SECTION II											
7. PERFORMANCE EVALUATION (IF RATING IS (4), (2), OR LESS, EXPLAIN IN COMMENTS)											
RATER					INDORSER						
Un- sat.	Needs Attn.	Does Well	Out- standg.	Un- known		Un- sat.	Needs Attn.	Does Well	Out- standg.	Un- known	
1	2	3	4			1	2	3	4		
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	(A) ATTITUDE TOWARD STUDIES	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	(B) ATTITUDE TOWARD INSTRUCTORS	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	(C) ATTITUDE TOWARD FELLOW STUDENTS	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	(D) ABILITY TO UNDERSTAND (Job capabilities)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	(E) FOLLOWS DIRECTIONS	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	(F) QUALITY OF NOTES & REPORTS	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	(G) ATTENDANCE (Tardiness)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	(H) APPEARANCE (Poise)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	(I) PHYSICAL CONDITION	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	(J) OBSERVES REGULATIONS	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	(K) SCHOLASTIC ACHIEVEMENT	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	(L) VOICE, VOCABULARY, PRONUNCIATION	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
COMMENTS						COMMENTS					
SECTION III											
8. POTENTIAL EVALUATION											
RATER						INDORSER					
<input type="checkbox"/>	(O) THE MOST OUTSTANDING TRAINEE I HAVE KNOWN					<input type="checkbox"/>					
<input type="checkbox"/>	(P) ONE OF THE FEW HIGHLY OUTSTANDING TRAINEES					<input type="checkbox"/>					
<input type="checkbox"/>	(Q) A VERY FINE TRAINEE WHO IS AN ASSET TO HIS CLASS					<input type="checkbox"/>					
<input type="checkbox"/>	(R) A TYPICALLY EFFECTIVE TRAINEE					<input type="checkbox"/>					
<input type="checkbox"/>	(S) AN ACCEPTABLE TRAINEE WHOSE VALUE IS LIMITED IN SOME RESPECTS					<input type="checkbox"/>					
<input type="checkbox"/>	(T) PERFORMS ACCEPTABLY IN A LIMITED RANGE OF ASSIGNMENTS BUT COULD EASILY BE REPLACED					<input type="checkbox"/>					
<input type="checkbox"/>	(U) WILL NOT MAKE AN ACCEPTABLE POLICE OFFICER					<input type="checkbox"/>					

**SECTION IV**

**9. PERSONALITY PROSPECTUS. CONSIDERING ONLY TRAINEES OF HIS SAME AGE GROUP, WHAT IS YOUR OPINION OF THIS CANDIDATE'S EMOTIONAL MATURITY?**

**(a) RATER:**

**(b) INDORSER:**

**SECTION V**

**10. OVERALL EVALUATION:**

**(a) SPECIAL INCIDENTS**

**(b) MERITS OR DEMERITS**

**(c) COMMENTS OF RATER:**

**(d) COMMENTS OF INDORSER:**

**11. RATER'S NAME - RANK**

**12. INDORSER'S NAME - RANK**

**DATE**

**SIGNATURE**

**DATE**

**SIGNATURE**

## **TRAINEE EVALUATION OF INSTRUCTOR REPORT**

One proven method of evaluating any training program is to obtain student reactions to the course and instructors. To capture this important evaluation, the Trainee Evaluation of Instructor Report has been developed. This method provides an individual evaluation as well as an overall evaluation of the course and instructors. It also gives each student the feeling that he is part of the future training programs.

### **Procedures for Use of the Form**

During the orientation for a specific training class, the training supervisor should discuss the Trainee Evaluation of Instructor Report, explaining what the form is intended to do and why it is necessary. It should be stressed that as many factors as possible should be rated, and the students should be encouraged to write comments about a specific factor on the form or factors that are not listed in the spaces provided. It should be emphasized to the students that they need not sign their name anywhere on the form. The students should be allowed from six to ten minutes for each evaluation, and should rate only those instructors from whom they have received four or more hours of instruction; experience has shown that at least this much time is needed for a fair evaluation.

### **Review of the Evaluation Report**

Training personnel should immediately review the first evaluations of the students so that any problems or difficulties in preparing the report may be detected early and discussed with the student.

From this evaluation process a systematic profile of both the instructor and the subject matter should emerge. These reports can provide an invaluable indication of the abilities of the instructor and can be used for future reference by the training supervisors as a guide for upgrading the quality of the training program.

Only the training supervisor and the instructor concerned should review the reports, and both should understand that the reports are intended to serve a constructive purpose by identifying those areas in which the instructor can improve himself and his presentation. Most students will give an honest evaluation, but occasionally a personality problem between a student and an instructor may affect the student's objectivity. When this occurs, the report should not be given great weight, except to point out that a personality problem might exist. Under no circumstances should a student be punished or singled out for comment because of honest evaluation.

The training supervisor should be particularly alert to factors 1 and 3 "Delivery," and "Effectiveness," listed under the heading "Factors Relating to Instructor." If both are marked "Needs Attention" or "Unsatisfactory," by more than ten percent of the class,

the instructor should be advised that prior to any further instruction he will be required to present his material before a training review panel. This panel should critique the presentation and determine what steps the instructor should take to correct his apparent deficiency. In the event factors 1 and 3 do not improve after being poorly rated by two classes, the instructor should be dropped from participating in future training. During this period it is imperative that the training supervisor monitor class sessions to determine his shortcomings and rate of improvement.

If factor number 8 "Sense of Humor" is consistently rated "Outstanding" an attempt should be made to determine if the instructor is adequately covering the subject matter. Outstanding ratings in this category may indicate that an instructor is injecting too much levity into class sessions at the expense of thorough and serious coverage of important material.

Any factor marked unsatisfactory should require immediate consultation between the training supervisor and the instructor. Comments specifically discussing "Unsatisfactory" or "Needs Attention" ratings should be thoroughly explored.

If factors 1, 2 and 3 in the section "Factors Relating to Subject" are rated "Needs Attention" or "Unsatisfactory," immediate consultation should take place between the training supervisor and the instructor. If more than one item is marked in the "Needs Attention" or "Unsatisfactory" columns, steps should also be taken to correct these deficiencies.

Since students should rate only those instructors who have taught them for more than four hours, the "Unknown" column should rarely be marked. Students should be encouraged to write their comments in the section "What Can the Instructor Do To Improve His Method of Teaching." Invariably students will make recommendations that are timely and worthwhile.



[illegible]

# MILITARY EXPERIENCE

Branch \_\_\_\_\_  
 Arm of Service \_\_\_\_\_  
 Entry Date \_\_\_\_\_  
 Discharge Date \_\_\_\_\_  
 Type of Discharge \_\_\_\_\_  
 Rank \_\_\_\_\_  
 Reserve Status \_\_\_\_\_  
 Draft Classification \_\_\_\_\_  
 Receiving Disability \_\_\_\_\_  
 Compensation: Yes \_\_\_\_\_ No \_\_\_\_\_  
 If so, how much? \_\_\_\_\_

# SPECIAL DEPARTMENTAL TRAINING

Title of Course \_\_\_\_\_ Length \_\_\_\_\_ Grade \_\_\_\_\_ Remarks \_\_\_\_\_

# QUALIFICATIONS IN FIREARMS

Weapon \_\_\_\_\_ Course \_\_\_\_\_ Score \_\_\_\_\_ Date \_\_\_\_\_

# SPECIAL SCHOOLS AND TRAINING

Title of Course \_\_\_\_\_ Length \_\_\_\_\_ Grade \_\_\_\_\_ Remarks \_\_\_\_\_

# CHANGES IN DUTY ASSIGNMENTS

Assignment \_\_\_\_\_ Date \_\_\_\_\_

# LEAVES OF ABSENCE

Dates \_\_\_\_\_  
 From \_\_\_\_\_ To \_\_\_\_\_ No. of Days \_\_\_\_\_  
 Sick \_\_\_\_\_ Vacation \_\_\_\_\_ Injury \_\_\_\_\_ Military Leave \_\_\_\_\_

# TARDY RECORD

Date \_\_\_\_\_ How Late \_\_\_\_\_ Reason \_\_\_\_\_ Action Taken \_\_\_\_\_

# CITIZENS' COMPLAINTS

Date \_\_\_\_\_ True \_\_\_\_\_ False \_\_\_\_\_ Remarks \_\_\_\_\_



## RECOMMENDED CONTENTS OF PERSONNEL FOLDER

- |  |   |
|--|---|
| 1. Original application or copy thereof.                                       | 1. Language ability and proficiency   |
| 2. Results of interview  | m. Organizational affiliations  |
| 3. Examination results   | 8. Property receipts for issued equipment   |
| 4. Results of physical examination   | 9. Records of training  |
| 5. Investigation results   | a. Basic  |
| 6. Appointment oath  | b. Special  |
| 7. Personal data (bring up to date periodically)                               | c. Firearms   |
| a. Date and place of birth   | d. In-service   |
| b. Address; telephone number   | e. Supervisory  |
| c. Marital status (name of spouse)   | 10. Health record   |
| d. Person to be notified in emergency, including address and telephone number  | a. Injuries (on duty or not; permanent, etc.)   |
| e. Family data - names of wife and children and their ages                     | b. Sick leave record (normal or abnormal with explanation for abnormal.)  |
| f. Military service (including current reserve status)                         | 11. Leave record  |
| g. Education (names and dates of schools attended; diplomas, degrees received) | 12. Salary record   |
| h. Special training  | 13. Duty assignments (types of duty, with dates of assignment)  |
| i. Hobbies   | 14. Performance ratings (reviewed and initialed by ratee)   |
| j. Sports (proficiency)  | 15. Promotions, demotions, commendations, awards, disciplinary hearings, administrative actions, and court actions. |
| k. Special skills (specify and give proficiency)                               | 16. Press clippings   |
|  | 17. Photograph (bring up to date periodically)  |

**APPENDIX VI**

**Patrol Supervision**

**Responsibility for Preliminary and  
Follow-Up Investigations**

**Basic Training Program for Investigators**

**Daily Activity Report**

**Investigative Checklist**

## **PATROL SUPERVISION**

There is a common misconception among American police administrators that patrol supervisory functions are merely an extension of patrol activities. This is a dangerous theory and contributes to general inefficiencies in the patrol operation. The position of a supervisor is most difficult. On the one hand, he is responsible for the implementation of policy and procedures developed by his superiors and must interpret them to his subordinates. On the other hand, he is responsible for the morale, conduct, and performance of his subordinates and must represent their points of view to his superiors. In effect, he is a "middle man." He must represent the group to management but must also represent management to his group. For this reason alone, the supervisory position is a sensitive one. It demands intelligence, integrity, and moral strength. Supervisors must get the job done through other people, and through voluntary compliance if possible. In too many departments, supervisors treat their subordinates as personal friends or buddies rather than valued subordinates in a work situation.

By setting a challenging pace, by providing opportunities for patrol officers to obtain more satisfaction and skill from their performances, and by observing and anticipating deficiencies, the competent supervisor can produce a more effective patrol operation. Specifically, he should consider evaluation of his subordinates by the following methods:

1. **By studying the record**

**Quality of written reports**

**Quality and quantity of notes in a patrol officer's notebook**

**Reports or letters of commendation or censure**

**Number of reports made concerning hazards and  
insecured premises**

**Punctuality record**

**Promptness in responding to calls for police service**

**Promptness in disposing of calls for police service**

Comparison of performance, attitude, and so on,  
with other patrol officers

Sick and injury record

Grades made in police examinations

Shooting scores

2. By personal inspection and observation of

General appearance

Conduct

Attitude toward fellow officers and the public

Conformance to rules and regulations

3. By inspecting areas of assignment to determine

Unreported hazards, defective street lights,  
insecure premises, etc.

Evidence of undetected criminal, vice or  
delinquent activity

4. By observing practices

At crime scenes

At accident scenes

At disaster scenes

While rendering other services

At places where vice laws are violated or are likely to be violated

During interview and interrogation

While searching for evidence, contraband and other property

While searching persons

At car and pedestrian stops

In determining and describing criminal methods of operation, personal descriptions and property descriptions

5. By personal contacts with the officer and others to determine his success at developing information about

Criminals

Juvenile delinquents

Actual or potential vice operators

6. Appraisal of the patrol officer's efforts in maintaining liaison and constructive relationships with

Businessmen

Residents

School authorities

Other law enforcement agents

Other police departments

7. Study of personal traits and qualities

Dependability

Integrity

Interest in work

Enthusiasm

Leadership qualities

Patience

Perseverance

Tolerance for others' views and beliefs

Moral and physical courage

Physical fitness

8. Observations in court

Care exercised in preparing case

Objectivity

Manner of testifying and personal appearance

Ability to produce reliable witnesses

Competence in these activities is essential to the all-around police officer. Competence among patrol officers is to be sought and developed by supervisors. But to recognize its presence or absence, a supervisor must consciously and continually evaluate his subordinates.

In order to evaluate effectively and motivate improvement, the supervisor must be precise and systematic. The inventory of skills and traits suggested by the above listing is basic and vital but by no means complete. To finish the job, the supervisor must keep accurate notes on each of his subordinates and transpose this continuing observation into a formal evaluation as described elsewhere in this report.

General Order \_\_\_\_\_

Index as:

Criminal Investigations  
Follow-up Investigations, Responsibility for  
Investigations, Preliminary and Follow-up  
Preliminary Investigations, Responsibility for

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**SUBJECT: RESPONSIBILITY FOR PRELIMINARY AND FOLLOW-UP INVESTIGATIONS**

The purpose of this order is to establish areas of responsibility for conducting criminal investigations to achieve a more effective utilization of manpower. Criminal investigations consist of two distinct and yet closely interrelated phases; the preliminary investigation and the follow-up investigation. This order consists of the following numbered sections:

**I. PRELIMINARY INVESTIGATION**

**II. FOLLOW-UP INVESTIGATION**

**III. RESPONSIBILITIES OF THE PATROL FORCE FIELD SUPERVISOR**

**I. PRELIMINARY INVESTIGATION**

- A.** The preliminary investigation begins when the first police unit arrives at the scene, and continues until a postponement of the investigation or transfer of responsibility will not jeopardize the successful completion of the investigation.
- B.** The following activities are part of the preliminary investigation:
  - 1.** Provide aid to the injured.
  - 2.** Protect the crime scene to insure that evidence is not lost or contaminated.
  - 3.** Determine if an offense has actually been committed, and if so, the exact nature of the offense.
  - 4.** Determine the identity of the suspect or suspects, and effect an arrest if it can be accomplished either at the scene or through immediate pursuit.
  - 5.** Furnish other field units, through the communications center, descriptions, method and direction of flight, and other relevant information concerning wanted persons or vehicles.



6. Obtain complete identification of all witnesses.
7. Determine what information is known by the victim and each witness.
8. Arrange for the collection of evidence.
9. Determine in detail the exact circumstances of the offense.
10. Obtain written statements from victims and witnesses, and from the suspect if such statements can be obtained legally.
11. Accurately and completely record all pertinent information on the prescribed report forms.

**C. Responsibility for conducting the preliminary investigation.**

1. Except in those cases where the presence of a uniformed officer would obviously prevent a proper investigation being made, the preliminary investigation shall be conducted by the uniformed patrol officer assigned to the call for police service.
  - a. The assigned patrol officer shall initiate and complete as many of the activities listed above as are needed. The individual circumstances of the incident shall determine how many of the activities are required.
  - b. As soon as the preliminary investigation is concluded, and before the patrol officer returns to service, he shall complete his initial field report. He shall list on the prescribed report form all information obtained at the scene of the offense.
2. Immediate notification of crime to other units.

The patrol officer assigned shall be responsible for initiating action to inform other appropriate departmental units of a serious crime or one requiring immediate on-the-scene follow-up investigation.

**II. FOLLOW-UP INVESTIGATION**

- A. The follow-up investigation is an extension of the preliminary investigation. The purpose of the follow-up is to provide additional investigation in order to effect the arrest of an offender and/or recover stolen property.
- B. Basic activities of the follow-up investigation include:

1. Identification and apprehension of the offender.
2. Arrange for the analysis and evaluation of evidence.
3. Recovery of stolen property.
4. Interviewing victims and witnesses.
5. Interrogation of suspects.
6. Determining if other crimes may have been committed by the suspect.
7. Recording information obtained.
8. Preparation of case for court presentation.

**C. Responsibility for conducting follow-up investigations.**

1. The patrol force will be responsible for conducting and completing the investigation of all noncriminal calls for police service, and for misdemeanor crimes not specifically authorized for referral to specialized investigative units.
  - a. In incidents of a noncriminal nature and in misdemeanor offenses, the patrol officer will request the assistance of his patrol field supervisor when he feels the need for counsel and guidance.
  - b. The follow-up investigation of most misdemeanor crimes can be completed by the patrol officer. Misdemeanor offenses should be referred to the specialized investigators for follow-up only when the following conditions exist.
    - (1) When the offense appears to be a part of a pattern of such offenses.
    - (2) When follow-up is required in widely separated locations outside the geographic boundaries of the district in which the offense occurred.
  - c. Occasionally, in cases assigned to the patrol force for follow-up, additional investigation will be required at the end of the tour of duty of the assigned officer. In such cases the assigned officer's immediate field supervisor will determine whether the investigation should be discontinued until the assigned officer's next tour of duty or continued by officers on the relieving shift. Except in cases where the investigation would be jeopardized by its temporary discontinuance it shall remain the responsibility of the assigned officer.

- d. When an element of immediate need exists at the end of the shift, the assignment of continuing investigation shall be made by the field commander assigned to the on-coming shift.
  - e. A supplemental report must be prepared by each officer who works on the case, but not necessarily for each occasion he works on it.
2. Specialized investigators shall be responsible for conducting the follow-up investigations of felony offenses and assigned more serious misdemeanors.
  - a. Case assignment in the investigative divisions shall be made by the supervisors of the sections.
  - b. The investigation should be follow-up in nature and not a repetition of the activities of the preliminary investigator.
3. Investigations of certain offenses are of a sufficiently complicated nature, or contain a sufficient degree of immediacy to warrant the assignment of investigators to the scene of the offense or an arrest made for the offense to immediately begin a follow-up investigation. Specialized investigators shall be notified of crimes or arrests for:
  - a. Deaths of a violent or suspicious nature or when no doctor is in attendance.
  - b. Rapes.
  - c. Critical injury assaults.
  - d. Robberies of commercial institutions.
  - e. Major loss burglaries where there is physical violence or a loss in excess of \$5,000.
4. In offenses other than those listed above, investigative personnel should not report to the crime scene unless notified.
5. Upon the arrival of the specialized investigator the patrol officer shall relinquish responsibility for the investigation unless otherwise instructed. The assigned patrol officer shall be required to obtain adequate information to properly complete his field report. He shall be responsible for the completion of the original offense report.
6. In the five classifications of felonies listed above the patrol officer shall request the assignment of evidence technicians. He may request such assignment during the investigation of other offenses if there is any possibility that physical evidence is present.

It shall be the responsibility of technicians to conduct a thorough search of the crime scene, identifying, collecting and transporting all found physical evidence.

### III. RESPONSIBILITIES OF THE PATROL FORCE FIELD SUPERVISOR

- A. It shall be the responsibility of the patrol field supervisor to insure that an adequate and complete preliminary investigation has been made and to review and either approve or return to the reporting officer for re-preparation all initial and supplemental reports prepared by officers under his supervision. The name of the supervisor approving the report shall be included in the report.
- B. The field supervisor shall assist men under his direction regarding questions as to whether a follow-up should be made by uniformed personnel or special investigators.
  - 1. The patrol field supervisor shall request the assistance of specialized investigators if a misdemeanor offense under investigation by officers under his supervision is of a sufficiently serious nature to warrant it.
  - 2. The field supervisor shall determine whether continuing investigation by patrol officers shall be held in abeyance until the next tour of duty of the investigating officer, or continued by personnel assigned to on-coming shifts.

### IV. EFFECTIVE DATE

This order is effective \_\_\_\_\_, 19 \_\_.

(Signed by chief of police)

#### Distribution:

All personnel  
All functional and geographic units

I have read the above order and fully understand it.

\_\_\_\_\_  
Signature

\_\_\_\_\_  
Date

**BASIC TRAINING PROGRAM FOR INVESTIGATORS  
(TWO WEEKS)**

<u>Major Subject</u>	<u>Hours</u>
Law and Criminal Procedure	12
Scientific Crime Detection	15
Social Sciences	5
Operations	26
Administration	8
Instruction Administration	<u>4</u>
Total	70
I. Law and Criminal Procedure	12
Laws of arrest, search and seizure	2
Legal guidelines to evidence collection, including rules of evidence, interrogation, confessions and statements	4
Case preparation including pretrial conference	1
Case presentation including testifying and expert witnesses	1
Moot court based upon mock crime scene case	3
Juvenile court procedures	1

II.	Scientific Crime Detection		15
	Tour of crime lab facilities	1	
	Coroner or medical examiner cases and facilities	1	
	Collection and preservation of evidence	3	
	Photography, sketching, and note taking	2	
	Mock crime scene	4	
	Polygraph	1	
	Scientific evaluation of evidence	3	
III.	Social Sciences		5
	Abnormal psychology and crime	3	
	Principles of interviewing	2	
IV.	Operations		26
	Defensive tactics and arrest procedures	4	
	Surveillance	2	
	Raids	1	
	Weapons	3	
	Investigative techniques including follow-up	7	
	Sources of information—departmental	3	
	Sources of information—extra-departmental	2	
	Criminal justice agencies	3	
	Organized crime	1	
V.	Administration		8
	Reporting procedures including UCR	4	
	Investigative units—organization and functions	1	
	Division procedures	3	
VI.	Instruction Administration		4
	Course orientation	1	
	Tests	3	

# DAILY ACTIVITY REPORT

NAME (Last)		P.H.N.		Invt. SERIAL No.		ODOMETER READING	
DATE		DAY		VEHICLE No.		FINISH	
SHIFT		BEAT		ASSIGNMENT		START	
						TOTAL MILES	

(100) CRIME PREVENTION/SUPPRESSION			
	INT. INV.	SUPP. INV.	ASST.
(110) PREVENTIVE PATROL			
(120) SECURITY INSPECTIONS			
(130) VACATION HOUSE INSPECTIONS			
(140) FIELD CONTACTS			
(150) SECURITY ESCORTS			
(160) CRIME PREVENTION PROGRAMS			
(170) CRIME PREVENTION PROGRAMS (TREATMENT CALCULATED)			
(180) ALARM PROGRAM			
SUBTOTAL			

(200) INVESTIGATION/APPROPRIATION			
	INT. INV.	SUPP. INV.	ASST.
(210) CRIMES AGAINST PERSONS			
(220) CRIMES AGAINST PROPERTY			
(230) VICE OFFENSES			
(240) TRAFFIC CRIME INVEST'NS			
(250) CRIMES AGAINST PUBLIC PEACE AND ORDER			
(260) DRUNKENNESS			
(270) DISORDERLY CONDUCT			
(280) DISTURBING THE PEACE			
(290) NUISANCE OFFENSES			
(300) MISDEMEANORS			
(310) SAFETY OFFENSES			
SUBTOTAL			

(300) PUBLIC & EMERGENCY SERVICES			
	INT. INV.	SUPP. INV.	ASST.
(310) EMERGENCY ASSIST & RESCUE			
(320) AMBULANCE SERVICE			
(330) ANIMAL CONTROL			
(340) MISSING PERSONS INVEST'NS			
(350) LOST & FOUND PROPERTY			
(360) ABANDONED AUTO CONTROL			
(370) PERMITS AND LICENSES			
(380) TAX INSPECTION AND			
(390) LICENSING			
(400) OTHER NON-CRIMINAL INVEST'NS			
(410) OUTSIDE WARRANTS			
(420) AND SUBORDINATES			
SUBTOTAL			

(400) MAINTENANCE OF PUBLIC ORDER			
	INT. INV.	SUPP. INV.	ASST.
(410) PARADES			
(420) SPECIAL EVENT COVERAGE			
(430) CIVIL DISTURBANCES			
(440) POLICE RESERVE PROGRAM			
(450) CIVIL DEFENSE PROGRAM			
SUBTOTAL			

(500) MOVEMENT/CONTROL OF TRAFFIC			
	INT. INV.	SUPP. INV.	ASST.
(510) TRAFFIC PATROL			
(520) ACCIDENT INVEST			
(530) FATAL & INJURY			
(540) ACCIDENT INVEST			
(550) MAJOR PROPERTY DAMAGE			
(560) ACCIDENT INVEST MINOR			
(570) PROPERTY DAMAGE			
(580) HAZARDOUS MOVING			
(590) VIOLATIONS			
(600) NON HAZARDOUS VIOLATIONS			
(610) PARKING CONTROL			
(620) & ENFORCEMENT			
(630) FIRES, FIRE ALARMS			
(640) ESCORTS			
(650) TRAFFIC REGULATION			
(660) TRAFFIC POINT CONTROL			
(670) TRAFFIC SIGNALING & SIGNALING			
(680) TRAFFIC ENGINEERING			
(690) AND FLOW			
(700) SCHOOL CROSSING PROGRAM			
(710) TRAFFIC SAFETY EDUCATION			
SUBTOTAL			

(600) ADMINISTRATIVE SERVICES			
	INT. INV.	SUPP. INV.	ASST.
(610) DIRECTION AND SUPERVISION			
(620) PLANNING & DATA PROCESSING			
(630) INSPECTION			
(640) INTERNAL INVESTIGATION			
(650) COMMUNITY RELATIONS			
(660) PERSONNEL MANAGEMENT			
(670) TRAINING			
(680) FISCAL AFFAIRS			
SUBTOTAL			

TIME IS TO BE RECORDED IN HOURS TO THE NEAREST 5 MINUTES

SPECIAL PROGRAM ANALYSIS	
(SHOW TIME EXPENDED IN THE FOLLOWING ACTIVITIES IN ADDITION TO THE TIME INCLUDED ELSEWHERE.)	
( ) JUVENILE INVESTIGATION	
( ) TRANSPORTATION AND BOOKING	
( ) OF PRISONERS	
( ) WARRANT AND SUBPOENA	
( ) SERVICE FOR LOCAL CASES	
( ) SPECIAL SERVICE CASES	
NOTE: DO NOT INCLUDE SUBTOTAL FOR THIS BLOCK ON REVERSE SIDE OF FORM	

(700) TECHNICAL SERVICES			
	INT. INV.	SUPP. INV.	ASST.
(710) CENTRAL RECORDS ACTIVITIES			
(720) COMMUNICATIONS			
(730) PROPERTY CONTROL			
(740) CRIME LABORATORY SERVICES			
(750) PHOTO & I.D. SERVICES			
(760) CUSTODY OF PRISONERS			
SUBTOTAL			





### HOMICIDE INVESTIGATION CHECKLIST

CASE \_\_\_\_\_

DATE \_\_\_\_\_

#### AT THE SCENE:

- \_\_\_\_\_ 1. Render aid and arrange transportation for victim if alive.
- \_\_\_\_\_ 2. Obtain brief review of facts from first officer on scene.
- \_\_\_\_\_ 3. Effect the arrest of the perpetrator if present.
- \_\_\_\_\_ 4. Detain witnesses away from exact scene and separately.
- \_\_\_\_\_ 5. See that scene and surrounding area are secured (use uniformed officers; rope off; close premises, etc.)
- \_\_\_\_\_ 6. Notify, or have notified, superior officers.
- \_\_\_\_\_ 7. Request mobile laboratory unit to the scene.
- \_\_\_\_\_ 8. Brief evidence technicians on arrival.
- \_\_\_\_\_ 9. Process or see to scene processing by:
  - a. Photographs
  - b. Searches for evidence
  - c. Measurements and rough sketching
  - d. Vacuuming, dusting, light examinations
  - e. Collection and packaging of evidence
- \_\_\_\_\_ 10. Notify or have notified coroner or medical examiner.
- \_\_\_\_\_ 11. Notify or have notified prosecutor or district attorney.

- \_\_\_\_\_ 12. Prepare detailed notes or dictate detailed report:
  - a. Describe scene;
  - b. Victim's position and clothing;
  - c. Weapons and objects present;
  - d. Marks;
  - e. Persons present;
  - f. Vehicles present;
  - g. Forced entry, etc.
- \_\_\_\_\_ 13. Interview the perpetrator and witnesses separately—take complete notes.
- \_\_\_\_\_ 14. Canvass or have canvassed area for additional witnesses.
- \_\_\_\_\_ 15. Arrange for transportation of remains to place of post mortem examination in conjunction with coroner.

**AWAY FROM SCENE—SAME DATE**

- \_\_\_\_\_ 1. Obtain formal statements from witnesses and have these reduced to writing (if not in such form).
- \_\_\_\_\_ 2. Advise perpetrator of rights (see Miranda Decision) and attempt to obtain a confession.
- \_\_\_\_\_ 3. Notify or have notified next of kin of the deceased.
- \_\_\_\_\_ 4. Make arrangements for a legal identification photograph.
- \_\_\_\_\_ 5. Contact evidence technicians at scene and coroner for additional information.
- \_\_\_\_\_ 6. Complete regular and any special reporting requirements, property and evidence forms, press releases, etc., as appropriate.
- \_\_\_\_\_ 7. Consult with prosecutor.
- \_\_\_\_\_ 8. Discuss case again with superiors.
- \_\_\_\_\_ 9. File legal charges if appropriate and possible.

FOLLOWING DAY

- \_\_\_\_\_ 1. File legal charges if not previously accomplished.
- \_\_\_\_\_ 2. Attend autopsy or confer with coroner re: results.
- \_\_\_\_\_ 3. Consult with laboratory re: status of evidence examination.
- \_\_\_\_\_ 4. Return to crime scene and research area with evidence technicians.
- \_\_\_\_\_ 5. Gather statements, photos, sketches and reports from other officers, lab, coroner, etc., and prepare case file.
- \_\_\_\_\_ 6. Arrange re-enactment of crime using perpetrator if possible and provide for adequate guards and photographing.
- \_\_\_\_\_ 7. Discuss case again with prosecutor.

**APPENDIX VII**

**Capital Asset Inventory Procedures**

General Order \_\_\_\_\_

Index as:

Accounting Procedures, Equipment  
Assets, Capital Inventory Procedures  
Capital Assets Inventory Procedures  
Equipment Accounting Procedures  
Transfer of Equipment

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## CAPITAL ASSET INVENTORY PROCEDURES

The purpose of this order is to establish inventory control procedures for all departmental capital assets. (Furniture, fixtures and equipment).

### I. DEPARTMENTAL CAPITAL ASSETS DEFINED

A. A departmental capital asset is defined as an item (furniture, fixture or piece of equipment) which satisfies one of the following conditions:

1. The original cost must have been at least \$50.00.
2. The estimated life at the time of purchase must have been at least three years.

### II. MAINTENANCE OF INVENTORY CONTROL

A. The Fiscal and Property Management Division shall maintain an inventory control of all departmental capital assets. They shall exercise this control by:

1. Recording all newly acquired and transferred capital assets in the possession of the department on the Capital Asset Record.
2. Forwarding all completed forms to the data processing center for processing.

B. The Fiscal and Property Management Division shall adhere to procedures adopted by the appropriate county office when conducting an inventory and shall complete such reports as may be required.

### **III. ACQUISITION OF NEW EQUIPMENT**

- A. Commanding officers of organizational units shall immediately notify the Fiscal and Property Management Division of each newly acquired item of capital asset received in their unit.**
- B. The Fiscal and Property Management Division shall complete a Capital Asset Record for each item.**
- C. The completed form shall be forwarded to the data processing center.**

### **IV. TRANSFER OF EQUIPMENT**

- A. Capital asset items shall not be transferred from one division or independent section to another without the prior approval of the chief of police. Organizational unit commanders desiring such approval shall write a letter through channels to the chief's office, identifying the item(s) to be transferred and justifying the reason therefor.**
- B. Commanding officers of organizational units shall immediately notify the Fiscal and Property Management Division of each item of capital asset transferred to another unit.**
- C. The Fiscal and Property Management Division shall:**
  - 1. Telephone the receiving unit to verify their receipt of the equipment.**
  - 2. Complete a Capital Asset Record as follows:**
    - a. Under "unit assigned" write the name of the receiving unit.**
    - b. Note on the back of the form: "transferred from \_\_\_\_\_ Division on \_\_\_\_\_ (date) \_\_\_\_\_."**
    - c. Complete the remaining boxes with as much information as possible.**
  - 3. Forward the completed form to the data processing center.**

### **V. INVENTORY PROCEDURES**

- A. An annual inventory shall be accomplished as follows:**
  - 1. The data processing center shall produce annually an inventory list for each organizational unit, listing all capital assets assigned to that unit.**

2. Each organizational unit commander shall compare the inventory list with the equipment actually in his custody. Needed adjustments shall be made as follows:

- a. Add to the list any items actually in the custody of the unit that were missing from the list.
- b. Note on the list as "missing" or "transferred to other units" any items that are not actually in the custody of the unit.
- c. Correct the list to reflect changes in room number, inventory number, description, condition or usage.
- d. Forward the list to the Fiscal and Property Management Division within two weeks of receipt of inventory list.

3. The Fiscal and Property Management Division shall review and compare all inventory lists received from organizational unit commanders to determine the correct location or status of all capital assets.

The Fiscal and Property Management Division shall complete and code a new *Capital Assets Record* for each item that has changed in location or status and forward the new reports to the data processing center within two weeks.

4. The data processing center shall produce revised inventory lists and forward them to the organizational unit for filing.

**B. Change of Command Inventory Procedures.**

1. Whenever an organizational unit change of command occurs, the data processing center shall produce a list of that unit's capital assets and forward the list to the new commanding officer.
2. Within seven days after receiving the statistical run, the new commanding officer shall conduct an inventory in the same manner as an annual inventory (Part V, A.).
3. The Fiscal and Property Management Division and data processing center shall follow the same procedures required for the annual inventory (Part V, A.).

OBJECT CODE		DESCRIPTION		DO NOT COM-LEAVE CODE COMES	
INVENTORY TAG NUMBER		UNIT - SYSTEM		COM-ASSIGN	
<div style="border: 1px solid black; height: 10px; width: 100%;"></div>					
1	TYPE OF EQUIPMENT	MANUFACTURER'S A/E	BILL NUMBER		
2	DESCRIPTION	COST OF VALUE		2	
3	ACCESSORIES	MANUFACTURER'S SERIAL NUMBER (S)		3	
4	YEAR OF AGE	DATE OF PURCHASE	CONDITION: GOOD <input type="checkbox"/> FAIR <input type="checkbox"/> POOR <input type="checkbox"/> OTHER <input type="checkbox"/>	NEW <input type="checkbox"/> USED <input type="checkbox"/>	4
5	<input type="checkbox"/> DAY <input type="checkbox"/> EVENING <input type="checkbox"/> NIGHT <input type="checkbox"/> 24 HOURS	<input type="checkbox"/> REPAIR <input type="checkbox"/> MAINTENANCE <input type="checkbox"/> FREQUENT <input type="checkbox"/> CONTINUOUS <input type="checkbox"/> OTHER (EXPLAIN)	5		
6	PURPOSE OF FUNCTION				
7	7				
8	<input type="checkbox"/> ADDITIONAL <input type="checkbox"/> INADEQUATE: EXPLAIN:	8			
9	9				

# VI. EFFECTIVE DATE

This order is effective \_\_\_\_\_, 196\_\_.

## Distribution:

All personnel  
All functional and geographic units

I have read the above order and fully understand it.

\_\_\_\_\_  
Signature

\_\_\_\_\_  
Date